

San Francisco Planning Department

639 & 699 SECOND STREET

Final Environmental Impact Report

Planning Department Case No. 99.423E

State Clearinghouse No. 2001042077

Draft EIR Publication Date: April 14, 2001

Draft EIR Public Hearing Date: May 10, 2001

Draft EIR Public Comment Period: April 14 to May 29, 2001

EIR Certification Date: June 28, 2001

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File No. 1999.423E
639 & 699 Second Street
Assessor's Block 3789, Lots 4 and 5

SAN FRANCISCO

CITY PLANNING COMMISSION

MOTION NO. 16179

ADOPTING FINDINGS RELATED TO THE CERTIFICATION OF A FINAL ENVIRONMENTAL IMPACT REPORT FOR A PROPOSAL TO RENOVATE AND CONSTRUCT A THREE-STORY ADDITION TO AN EXISTING HISTORIC BUILDING AT 699 SECOND STREET AND TO CONSTRUCT A NEW SIX-STORY BUILDING AT 639 SECOND STREET, BOTH WITH OFFICE USE IN THE UPPER FLOORS AND RETAIL SPACE ON THE GROUND FLOOR, LOCATED IN THE SOUTH OF MARKET AREA OF SAN FRANCISCO.

MOVED, That the San Francisco City Planning Commission (hereinafter "Commission") hereby CERTIFIES the Final Environmental Impact Report (EIR) identified as case file No. 1999.423E: 639 & 699 Second Street, (hereinafter "Project") based upon the following findings:

1) The City and County of San Francisco, acting through the San Francisco Planning Department (hereinafter "Department") fulfilled all procedural requirements of the California Environmental Quality Act (Cal. Pub. Res. Code Section 21000 et seq., hereinafter "CEQA"), the State CEQA Guidelines (Cal. Admin. Code Title 14, Section 15000 et seq., (hereinafter "CEQA Guidelines") and Chapter 31 of the San Francisco Administrative Code (hereinafter "Chapter 31").

a. The Department determined that an EIR was required and provided public notice of that determination by publication in a newspaper of general circulation on December 16, 2000.

b. On April 14, 2001, the Department published the Draft Environmental Impact Report (hereinafter "DEIR") and provided public notice in a newspaper of general circulation of the availability of the DEIR for public review and comment and of the date and time of the City Planning Commission public hearing on the DEIR; this notice was mailed to the Department's list of persons requesting such notice.

c. Notices of availability of the DEIR and of the date and time of the public hearing were posted near the project site on or around April 14, 2001.

PLANNING COMMISSION

File No. 199.423E
639 & 699 Second Street
Assessor's Block 3789, Lots 4 and 5
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Page Three

8) The Commission, in certifying the completion of said Final Environmental Impact Report, hereby does find that the proposed project described in the Environmental Impact Report would have one significant unavoidable environmental impact which cannot be mitigated to a level of nonsignificance: the project would cause a substantial, adverse change on the historic appearance of the 699 Second Street building and would result in an alteration such that its significance would be impaired.

I hereby certify that the foregoing Motion was ADOPTED by the Planning Commission at its regular meeting of June 28, 2001.

Linda Avery
Commission Secretary

AYES: Commissioners Theoharis, Fay, Baltimore, Chinchilla, Joe, Lim and Salinas

NAYES: None

ABSENT: None

ADOPTED: June 28, 2001

San Francisco Planning Department

639 & 699 SECOND STREET

Final Environmental Impact Report

Planning Department Case No. 99.423E

State Clearinghouse No. 2001042077

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CHAPTER I

SUMMARY

A. PROJECT DESCRIPTION (p. 10)

The proposed project involves demolition of the interior and rear walls, and renovation of the facades of the existing two-story building located at 699 Second Street, construction of a three-story addition, and conversion of the building to office and retail/restaurant use.¹ The structure would have approximately 49,950 gross square feet (gsf) of office space, about 6,550 gsf of retail/restaurant space, and about 100 parking spaces on three levels (two levels would be underground). The proposed project would also include construction of a new six-story structure on the parking lot immediately to the north, at 639 Second Street (a.k.a. 635 Second Street),² that would include approximately 49,950 gsf of office space on levels one through four, nine residential units on the fifth and sixth floor levels, and about 112 parking spaces on two underground levels. In total, the proposed project would provide about 99,900 gsf of office space, 6,550 gsf of retail/restaurant space, nine residential units, and 212 parking spaces. Both buildings would be about 50 feet tall.

The existing structure on the 699 Second Street site, the California Warehouse, was constructed in 1882. The once brick-cladded warehouse, which has been covered by stucco, is about 23 feet tall to the parapet. The structure was built by William Sharon and A.A. Cohen and was originally occupied by Haslett and Bailey. In 1911, the building was leased and modified by the American Radiator Company, which remained in the building until 1926. The building was then used as a warehouse until the 1990s and more recently has been used for office and retail uses.

As stated above, the proposed addition to the 699 Second Street building would retain the existing facades of the existing structure, while its upper levels would be set back 10-20 feet from the property line and would be constructed of steel and glass. According to the project architect, the design and spacing of the new building's window mullions are intended to convey a contemporary image while being responsive to the detailing of the existing structure's fenestration. The glassy appearance is intended to visually lighten the structure and to be compatible with the historic nature of the original warehouse. The new structure to the north would be constructed of steel and clad with brick and stucco. The upper level would be set back 10-20 feet along the front and rear. The proposed brick facade and stucco base of the new building is intended to be distinct from its southern neighbor, but compatible with the many brick warehouse structures in the vicinity and the stucco façade of the building to its north at 625 Second Street.

¹ The proposed project would appear as an addition to the existing structure, however, an entirely new free-standing structure would be constructed behind the existing two-story facades.

² 639 Second Street, Lot 5 of Assessor's Block 3789, is also referred to as 635 Second Street.

The existing building at 699 Second Street would include the addition of a new recessed entry along the Second Street frontage, toward the northern portion of the lot. This new main entrance to the building would contain a lobby, including two elevators and a stairwell serving all floors. An existing entry at the corner of Second and Townsend Street would remain in order to provide an additional access to the first floor. Vehicular ingress and egress would continue to be located on the Townsend Street frontage, at an existing driveway toward the eastern side of the site. At 639 (635) Second Street, the main pedestrian entrances would be on the Second Street frontage. The northern entrance would serve building residents, while the southern entrance would provide access to the office space. Vehicular ingress and egress to parking would be via an exterior driveway, running east-west on the northern side of the site, accessed via Second Street.

B. MAIN ENVIRONMENTAL EFFECTS

This Environmental Impact Report for the 639 (635) & 699 Second Street project focuses on the issues of historic architectural resources and transportation. The historic architectural resources issue stems from the fact that the existing building on the 699 Second Street project site is eligible for the *National Register of Historic Places* and is located within the locally designated South End Historic District. The transportation issue is based on the proposed increased intensity of use on the site resulting from the new construction of an office and residential structure on a surface parking lot at 639 (635) Second Street, the addition of office and retail space to the 699 Second Street building, and a net increase of about 155 off-street parking spaces.

All but one of the potential environmental effects were found to be less than significant or to be mitigated to a less-than-significant level with mitigation measures to be implemented by the project sponsor. The effect on historical architectural resources, resulting from the alteration of the 699 Second Street building, was found to significant and unavoidable. The issue of land use, although determined in the Initial Study to be less-than-significant, is discussed in this EIR for informational purposes only. (Please see the Initial Study, included in this document as Appendix A, for analysis of issues other than zoning and land use, historic architectural resources, and traffic and circulation.)

HISTORIC ARCHITECTURAL RESOURCES (p. 27)

Both the 699 Second Street building and the South End Historic District are historical resources as defined in CEQA Section 21084.1. 699 Second Street has been deemed a Contributory element of the South End Historic District, a local historic district defined in the San Francisco Planning Code, Article 10, Appendix I (see Appendix B, p. 1). Additionally, the 699 Second Street building is rated "2D2" on the State Office of Historic Preservation database, meaning that it has been evaluated and determined to be "eligible for listing as a contributor by consensus determination." This rating means that the building is eligible for the *National Register of Historic Places* as a contributing element of a historic district, and thus is also included on the *California Register of Historic Resources*. The 639 (635) Second Street site

is currently occupied by a parking lot and has no permanent structures, and therefore has no buildings of historic architectural importance.

Regarding alterations to the 699 Second Street building, much of the existing building would be removed except for the façade. The project architect has deliberately sought to achieve contrast with the existing building through the use of steel and glass in the proposed three-story addition, while relating to the existing building by the rhythm of bays and windows. Most of the existing façade's character-defining features would be retained, including the cornice, dentils, pilasters, and triangular pediments. However, the proposed three-story addition would result in a substantial increase in building mass, thereby altering the setting in which the historic façade is perceived by reducing the importance of the existing façade in views from the street. The proposed 10-foot setback from Second and Townsend Streets would not sufficiently attenuate this diminution of importance on the historic façade. With the proposed setback, the top of the three-story addition would not be visible from the sidewalk immediately adjacent to the project, but would be clearly visible from across the street. The proposed project would therefore change the historic appearance of the building and result in an alteration such that its significance would be impaired.

The Landmarks Preservation Advisory Board would review the proposal for the 639 (635) and 699 Second Street sites for compatibility with the South End Historic District, and provide advice to the Planning Commission regarding the Certificate of Appropriateness. The proposed project would affect two of the 74 parcels within the South End Historic District, and one out of 50 Contributory buildings in the district. Because the historic district contains many intact buildings that define the district's character, construction on the two project sites in the manner proposed, even if found incompatible with the District, would not result in a change to the historic district such that the characteristics that make the district historically significant would be substantially impaired or lost. The majority of character-defining elements within the district would still remain. As such, the proposed project would not have a significant impact upon the South End Historic District as a whole.

TRAFFIC AND CIRCULATION (p. 41)

The proposed project would generate about 3,201 person trips per day, with a total of about 351 net new person trips during the p.m. peak hour, of which about 70 would be vehicle trips, 111 would be transit trips, and the remaining 109 trips would be walking trips or by other modes such as bicycle, motorcycle and taxi.

Four of the seven signalized study intersections studied (Third/Townsend, Second/Townsend, The Embarcadero/Townsend, Second/King) currently operate at LOS C or better service levels during the p.m. peak hour. Two intersections (Second/Brannan, Third/King) operate at LOS D, which is considered the lowest acceptable level of service. The remaining intersection (Second/Bryant) operates at an unacceptable LOS F. With the addition of project traffic, most of the intersections would experience relatively minor increases in delay, and none would decline in level of service. The Second/Bryant

intersection would continue to operate at an unacceptable LOS F, as under existing conditions. Because the proposed project would not cause an intersection to deteriorate to an unacceptable level of service, no significant impact would occur.

The proposed project would add an estimated six vehicle trips to the Sterling Street eastbound on-ramp to the Bay Bridge, a very small amount of traffic that would be undetectable to other drivers and that would not substantially affect traffic conditions in the area.

Under longer-range cumulative (2015) traffic conditions, with anticipated future development in the area, including the construction of Mission Bay, intersection levels of service would deteriorate beyond the existing conditions-plus-project scenario. By 2015, conditions at two intersections (Third/Townsend and Second/King) would decline from LOS C to LOS D, remaining acceptable. Conditions at four intersections (Second/Brannan, Second/Townsend, The Embarcadero/Townsend, and Third/King) would deteriorate to unacceptable levels of service (LOS E or F). The intersection of Second/Bryant would continue to operate at an unacceptable LOS F. The proposed project's contribution to conditions at the Second/Bryant intersection would range from 0.5% to 3.2%, and would not be considerable. Therefore, the proposed project would not result in a significant impact related to traffic.

The approximately 111 p.m. peak hour transit (chiefly MUNI) trips, dispersed over five MUNI routes that serve the project area, would not measurably affect existing service. The proposed project would, however, contribute to cumulative increases in transit ridership that would result in an incremental increase in capacity utilization. The proposed project's contribution to cumulative transit ridership would be de minimis and therefore would not have a significant effect. It should also be noted that the proposed project would be subject to the Transit Impact Development Fee (TIDF), which is intended to offset the costs of increased MUNI ridership demand.

The proposed project would create a parking demand for about 143 parking spaces, of which 69 spaces would be at the 639 (635) Second Street building and 74 spaces would be at the 699 Second Street building. The project sponsor proposes approximately 212 parking spaces, which would exceed the proposed project's estimated parking demand.

No off-street loading spaces are proposed for either the 639 (635) Second Street or 699 Second Street buildings. Under Planning Code Section 152, the proposed project would not be required to provide any off-street loading spaces for the proposed office, retail/restaurant, or residential uses. The proposed project would generate a demand for 2.1 loading spaces during an average loading hour and 2.6 loading spaces during the peak loading hour. As such, the proposed off-street loading supply would not meet the demand. There would be the potential for drivers to double-park in front of the proposed project along Second or Townsend Streets, to load/unload goods or passengers. Vehicles travelling on either roadway would be required to bypass double-parked vehicles, which could be accomplished as sufficient street width exists. While such activity is inconvenient and undesirable, it is likely to be infrequent and would not result in a significant environmental effect.

Primary pedestrian access for the proposed project would be on Second Street and on Townsend Street. Pedestrian flow conditions on both sidewalks in front of the building would be expected to remain similar to existing “open” conditions, and would not be substantially affected by the proposed project. The proposed project would result in an increase in bicycle activity in the area. Additionally, the proposed project would result in an increase in the number of motor vehicles in the vicinity of the project site. These increases would not be substantial enough to result in crowded or hazardous conditions for bicycle travel in the area. While the proposed project would result in additional vehicular traffic entering or exiting driveways on Second Street and on Townsend Street, no substantial conflicts between these vehicles and pedestrians or bicyclists have been identified.

During the projected 12-month construction period, temporary and intermittent traffic and transit impacts would result from truck movements to and from the project site. Construction staging would occur primarily within the existing building and within the 20-foot-wide area north of the proposed 639 (635) Second Street building. Staging on Second Street and Townsend Street would be minimal, only to occur on an as-needed basis in a manner consistent with traffic management strategies established in consultation with City staff. The sidewalks on Second and Townsend Streets would be closed temporarily for sidewalk reconstruction. It is not anticipated that any traffic lanes would need to be closed during construction. Effects on traffic could be reduced by the project sponsor requiring construction truck traffic to be restricted to non-peak hours, as approved by the Department of Parking and Traffic (DPT). Parking of construction workers’ vehicles would temporarily increase occupancy levels in off-street parking lots, either by those vehicles or by vehicles currently parking in on-street spaces that would be displaced by construction workers’ vehicles. Construction impacts would be temporary, and would not be significant.

In the vicinity of the project site, additional congestion from Pacific Bell Park-related traffic may make it somewhat more difficult for visitors and employees to access the site on game days. At this time, the project sponsor has not determined if game-day parking would be permitted at the project site. If game-day parking is provided, there would be the potential for conflicts between game-related traffic and regular commuter vehicles parked within the garage. The most conflicts would occur on the weekday night games, as game-related traffic may be entering the garage at the same time that the commuter vehicles would be exiting. These effects created by Pacific Bell Ballpark would make travel to and from the project site more difficult, as well as exacerbate the on- and off-street parking situation. However, given the limited number of game days in a given year and the limited duration of impacts, these effects would not be considered significant.

In summary, the proposed project would not result in a significant impact on traffic, transit, circulation or parking.

C. MITIGATION MEASURES (p. 51)

MEASURE IDENTIFIED BY THIS EIR

HISTORIC ARCHITECTURAL RESOURCES

- Prior to alteration of the 699 Second Street building, the project sponsor would employ an architectural historian to document the building and its history in greater detail than has been done to date. Additionally, the project sponsor would employ a qualified labor historian to document the role of the building during the 1934 Waterfront and General Strikes, and the evolving history of warehouse work and workers as physically recorded by this building. The project sponsor would submit that documentation, along with photographs of the building and full Historic American Building Survey (HABS) documentation, Level I or II, including drawings of the building, to the Secretary of the Landmarks Preservation Advisory Board, the History Room of the San Francisco Public Library (Main Library), the Northwest Information Center, the California Historical Society, and the Historic American Building Survey (HABS) and Historic American Engineering Record (HAER) collection of the Library of Congress. This measure would reduce but not eliminate significant effects related to alteration of the 699 Second Street building.

MEASURES PROPOSED AS PART OF THE PROJECT

As described in the attached Initial Study (Appendix A), the proposed project has the potential to affect archaeological resources, would involve excavation, and could involve exposure to hazardous materials. As a result, the project sponsor has agreed to implement the following mitigation measures:

CULTURAL RESOURCES

- Given the location and magnitude of excavation proposed, and the possibility that archaeological resources would be encountered on the project site, the sponsor has agreed to retain the services of an archaeologist. The archaeologist would first determine, in conjunction with the Environmental Review Officer (ERO), whether he/she should instruct all excavation and foundation crews on the project site of the potential for discovery of archaeological resources, and the procedures to be followed if such resources are uncovered.

The archaeologist would then design and carry out a program of on-site monitoring of all ground disturbing activities, during which he/she would record observations in a permanent log. The monitoring program, whether or not there are finds of significance, would result in a written report to be submitted first and directly to the ERO, with a copy to the project sponsor. During the monitoring program, the project sponsor would designate one individual on site as his/her representative. This representative would have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources should they be encountered.

Should evidence of cultural resources of potential significance be found during the monitoring program, the archaeologist would immediately notify the ERO, and the project sponsor would halt any activities which the archaeologist and the ERO jointly determine could damage such cultural resources. Ground disturbing activities which might damage cultural resources would be suspended for a total maximum of four weeks over the course of construction.

After notifying the ERO, the archaeologist would prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsor, which would contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO would recommend specific additional mitigation measures to be implemented by the project sponsor. These additional mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, preservation, and recovery of cultural material.

Finally, the archaeologist would prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration and/or recovery program was conducted.

Copies of all draft reports prepared according to this mitigation measure would be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report(s) would be sent by the archaeologist directly to the President of the Landmarks Preservation Advisory Board and the Northwest Information Center of the California Historical Resources Information System at Sonoma State University. Three copies of the final archaeology report(s) shall be submitted to the Office of Environmental Review, accompanied by copies of the transmittals documenting its distribution to the President of the Landmarks Preservation Advisory Board and the Northwest Information Center.

CONSTRUCTION AIR QUALITY

- The project sponsor would require the contractor(s) to sprinkle demolition sites with water during demolition, excavation and construction activity twice per day; sprinkle unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material being hauled on trucks; and sweep surrounding streets during demolition and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose.

These measures also would reduce demolition-related impacts regarding lead paint chips/lead dust. The project sponsor would also be required to comply with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint.

HAZARDOUS MATERIALS

- The project sponsor would ensure that building surveys for asbestos, PCB-containing equipment (including elevator equipment), hydraulic oils, fluorescent lights, and lead-based paint are performed prior to the start of demolition. Any hazardous materials so discovered would be abated according to federal, state, and local laws and regulations.

D. ALTERNATIVES TO THE PROPOSED PROJECT (p. 55)

ALTERNATIVE A: NO PROJECT

This alternative would entail no change to the site, which would remain in its existing condition. The proposed 639 (635) Second Street building would not be constructed, and the proposed addition to 699 Second Street would not occur.

This alternative would not result in the immediate alteration of the 699 Second Street building, a structure determined eligible for the National Register of Historic Places and California Register of Historical Resources, and therefore a historical resource under CEQA. This alternative would avoid the substantial alteration and significant impairment of the 699 Second Street building that would occur with the proposed project. Effects on the South End Historic District would be non-significant, as with the proposed project.

This alternative would not result in any increase in travel to and from the project site, thus avoiding traffic-related effects of the proposed project. This alternative would not result in effects associated with hazardous materials located on the project site or visual quality effects associated with the construction of the new office/residential building at 639 (635) Second Street and office addition to 699 Second Street. This alternative would also not cause any of the other impacts associated with the proposed project as described in the Initial Study, such as those related to the non-significant increase in shadow and an incremental increase in emissions of criteria air pollutants.

The 699 Second Street building, which contains approximately 23,000 square feet, is partially occupied by offices and has a ground floor retail space that is currently vacant. Additionally, it is a Risk Level 3 UMB and must be seismically retrofitted by February 15, 2004.³ Seismic retrofit and remodeling of the building to accommodate other tenants would result in temporary construction impacts, such as noise, dust and construction traffic, although such impacts would be less than with the proposed project. Full re-occupancy of this building would generate incrementally greater traffic and air pollutant emissions, compared to existing conditions, but less than the proposed project. This alternative would not meet the project sponsor's objectives.

ALTERNATIVE B: REDUCED OFFICE AND PARKING ALTERNATIVE

This alternative would involve construction of the building at 639 (635) Second Street with the same general configuration of uses (parking, office, and residential) as the proposed project. The existing building at 699 Second Street would not be expanded. Instead, 699 Second Street would be minimally altered consistent with the Secretary of the Interior's Standards for Rehabilitation, receive a seismic

³ The San Francisco Department of Building Inspection (DBI) has compiled a list of approximately 2,070 unreinforced masonry buildings (UMBs) in the City. The UMB ordinance requires that these buildings be seismically strengthened by a deadline that is based on the "risk level" to which each building is assigned.

retrofit, and be converted to office, but would not include any off-street parking. As such, this alternative would preserve to the greatest extent possible the building's historic appearance.

This alternative, consisting of two floors of office space within the confines of the existing building, would result in approximately 29,000 square feet of office space, 42 percent less office space than the proposed 699 Second Street project. A floor would be inserted in the existing building to accommodate the additional office space. The roof trusses would remain. A recessed entry on the northern end of the Second Street façade and an entrance at the center of the Townsend Street façade, similar to the proposed project, would be created. However, this alternative would not include storefront windows. The existing pedestrian entrance at the corner of Second and Townsend Street and the existing vehicle entrance on Townsend Street would remain unchanged.

As this alternative would involve only minimal alteration of the 699 Second Street building consistent with the Secretary of the Interior's Standards for Rehabilitation, this alternative would result in no significant effects upon historic architectural resources, compared to the significant adverse effects upon such resources associated with the proposed project. Effects upon the South End Historic District would be non-significant, as with the proposed project.

The impacts associated with this alternative would be proportionally reduced in relationship to the proposed project with regard to traffic generation and traffic-related emissions of criteria air pollutants. Because this alternative would not include off-street parking at the 699 Second Street building, reduced vehicle traffic generated by this alternative would also be more dispersed, as compared to the proposed project, as vehicles would park elsewhere in the vicinity instead of at the 699 Second Street building. Construction-related noise and air quality effects of this alternative would be somewhat reduced compared to those associated with the proposed project, since the 699 Second Street modifications would not involve an expansion of the building envelope. Reduced development at the 699 Second Street site would mean a lessening of visual quality effects, and such effects would not be significant, as with the proposed project. Effects associated with hazardous materials would be the same as those of the proposed project. As with the proposed project, effects related to shadow and wind would be less than significant. This alternative would not meet the project sponsor's objectives.

E. AREAS OF CONTROVERSY AND ISSUES TO BE RESOLVED

The primary areas of controversy associated with the proposed project are twofold: the alteration of 699 Second Street, a building that is eligible to be on the National Register of Historic Places and that is a contributing element to the local South End Historic District, and the increasing automobile traffic in the vicinity of the project site as a result of the office space and residential uses that would be built on the project site.

The Planning Commission (or Board of Supervisors on appeal) will decide whether to approve or disapprove the proposed project after review and certification of the EIR. In selecting or rejecting project alternatives, decision makers may also use other information in the public record.

CHAPTER II

PROJECT DESCRIPTION

A. SITE LOCATION AND PROJECT CHARACTERISTICS

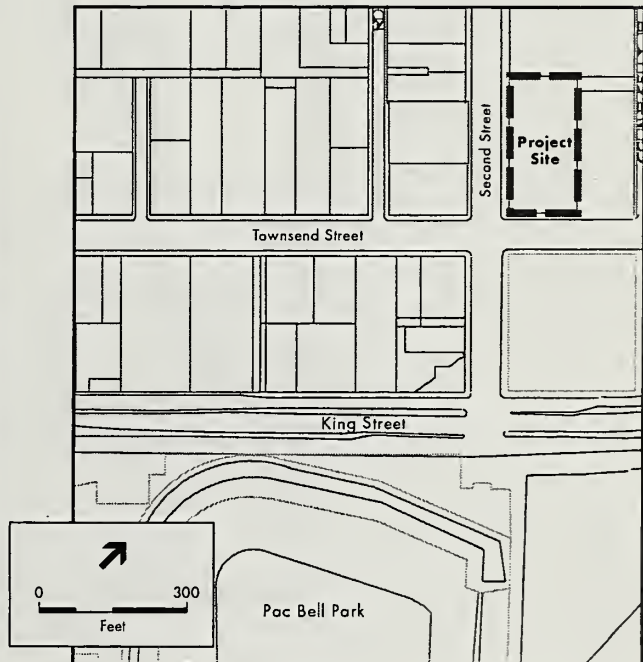
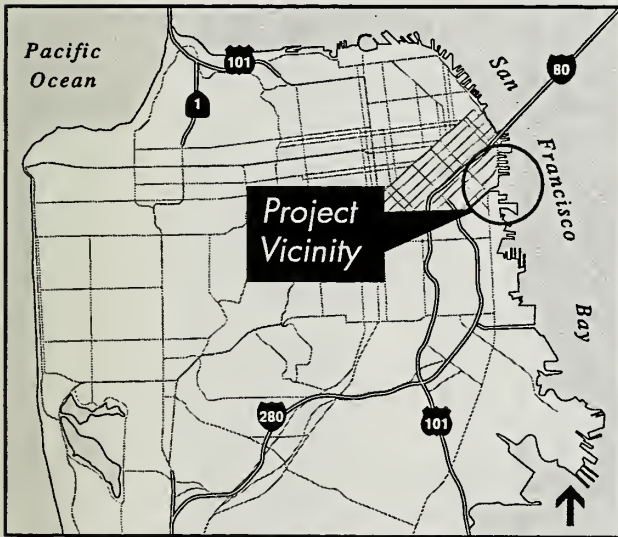
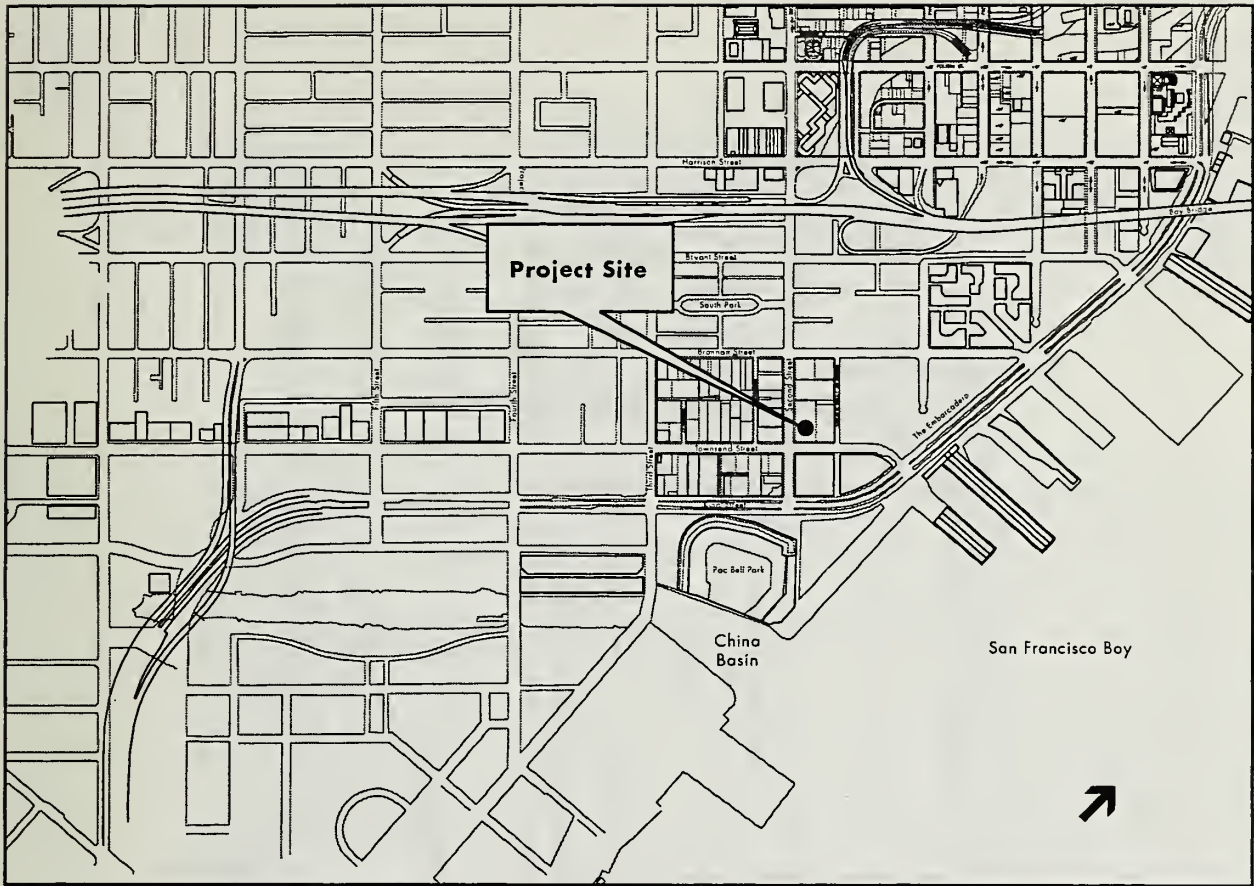
The project site, Lots 4 and 5 of Assessor's Block 3789, is located in the South of Market (SoMa) neighborhood of San Francisco, in an SSO (Service/Secondary Office) District, at 639 (635) Second Street (a.k.a. 635 Second Street)⁴ and 699 Second Street. The project site is 37,799 square feet in size and is located at the intersection of Second and Townsend Streets on a block bordered by Townsend Street to the south, Second Street to the west, Brannan Street to the north, and Colin P. Kelly Jr. Street to the east (see Figure 1). The site is one block north of Pacific Bell Park, the home of the San Francisco Giants baseball team.

The proposed project involves demolition of the interior and rear walls, and renovation of the facades of the existing two-story building located at 699 Second Street, construction of a three-story addition, and conversion of the building to office and retail/restaurant use.⁵ The structure would have approximately 49,950 gross square feet (gsf) of office space, about 6,550 gsf of retail/restaurant space, and about 100 parking spaces on three levels (two levels would be underground). The proposed project would also include construction of a new six-story structure on the lot immediately to the north, at 639 (635) Second Street, that would include approximately 49,950 gsf of office space on levels one through four, nine residential units on the fifth and sixth floor levels, and about 112 parking spaces on two underground levels. In total, the proposed project would provide about 99,900 gsf of office space, 6,550 gsf of retail/restaurant space, nine residential units, and 112 parking spaces (see Figures 2-7 for proposed project site plan, sections and elevations). Both buildings would be about 50 feet tall.

The existing structure on the 699 Second Street site, the California Warehouse, was constructed in 1882. The once brick-cladded warehouse, which has been covered by stucco, is about 23 feet tall to the parapet. The structure was built by William Sharon and A.A. Cohen and was originally occupied by Haslett and Bailey. In 1911, the building was leased and modified by the American Radiator Company, which remained in the building until 1926. The building was then used as a warehouse until the 1990s and more recently has been used for office and retail uses.

⁴ 639 Second Street, Lot 5 of Assessor's Block 3789, is also referred to as 635 Second Street.

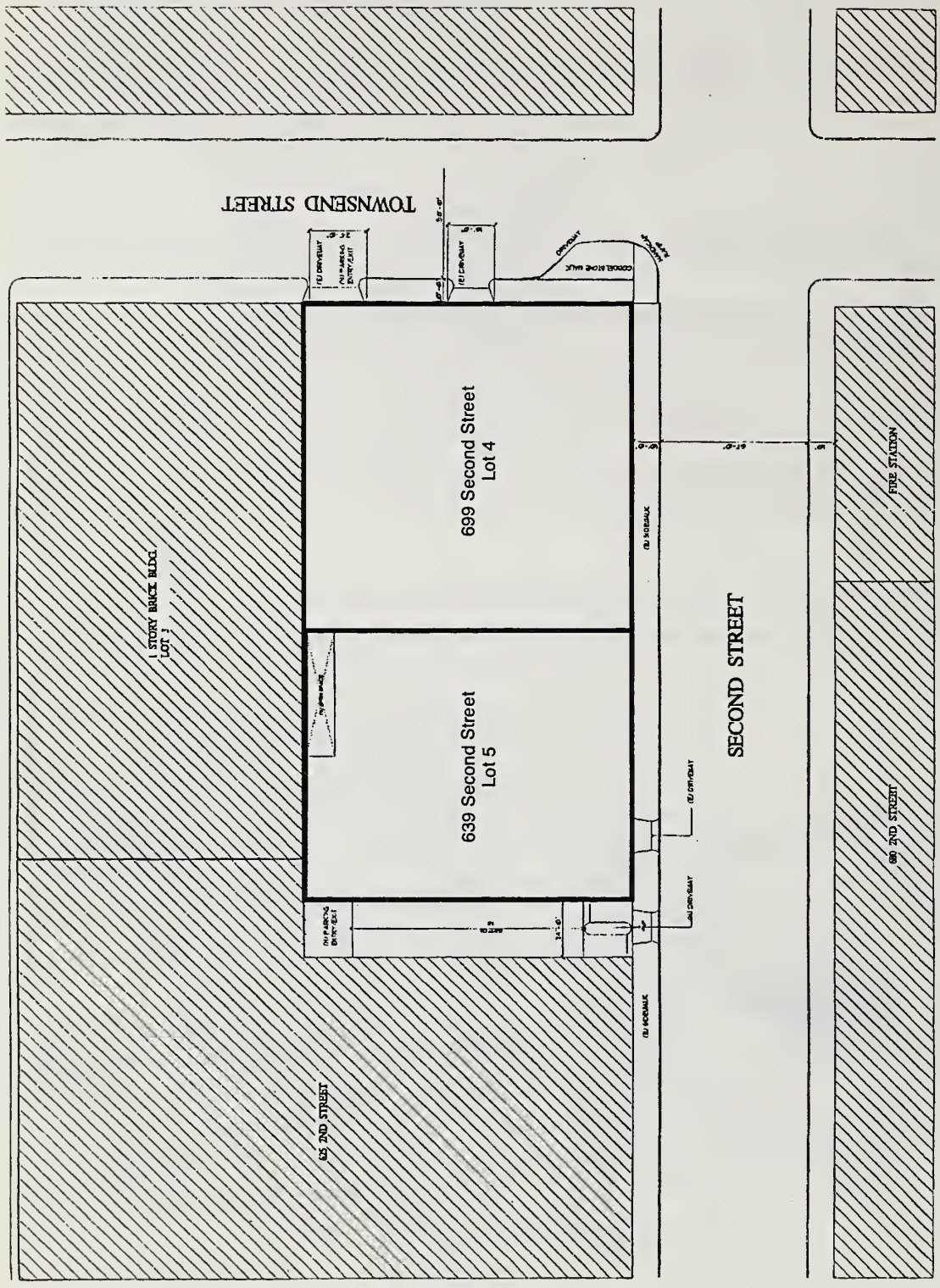
⁵ The proposed project would appear as an addition to the existing structure, however, an entirely new free-standing structure would be constructed behind the existing two-story facades.



SOURCE: Environmental Science Associates

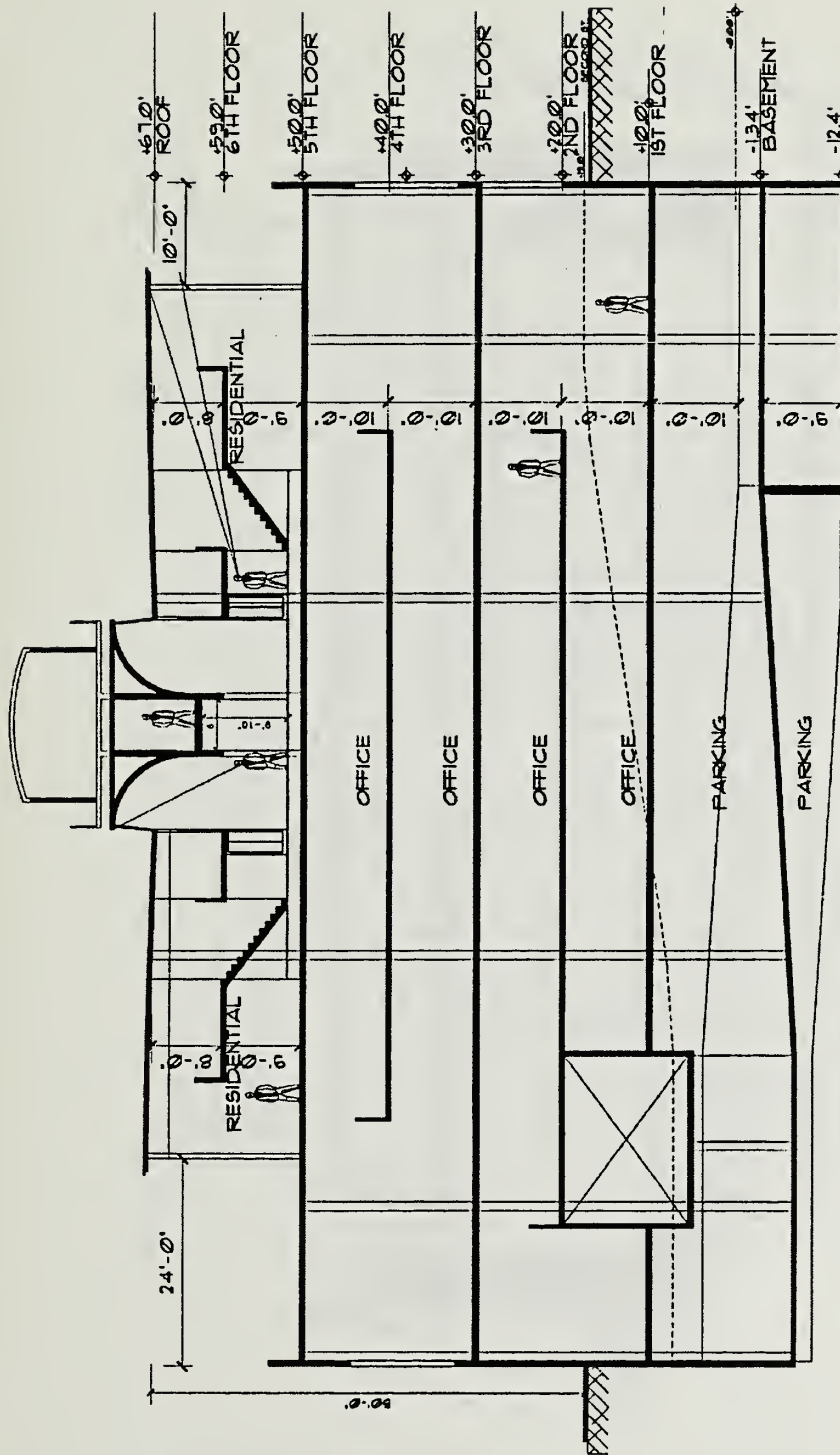
639 & 699 Second Street / 990392 ■

Figure 1
Project Location



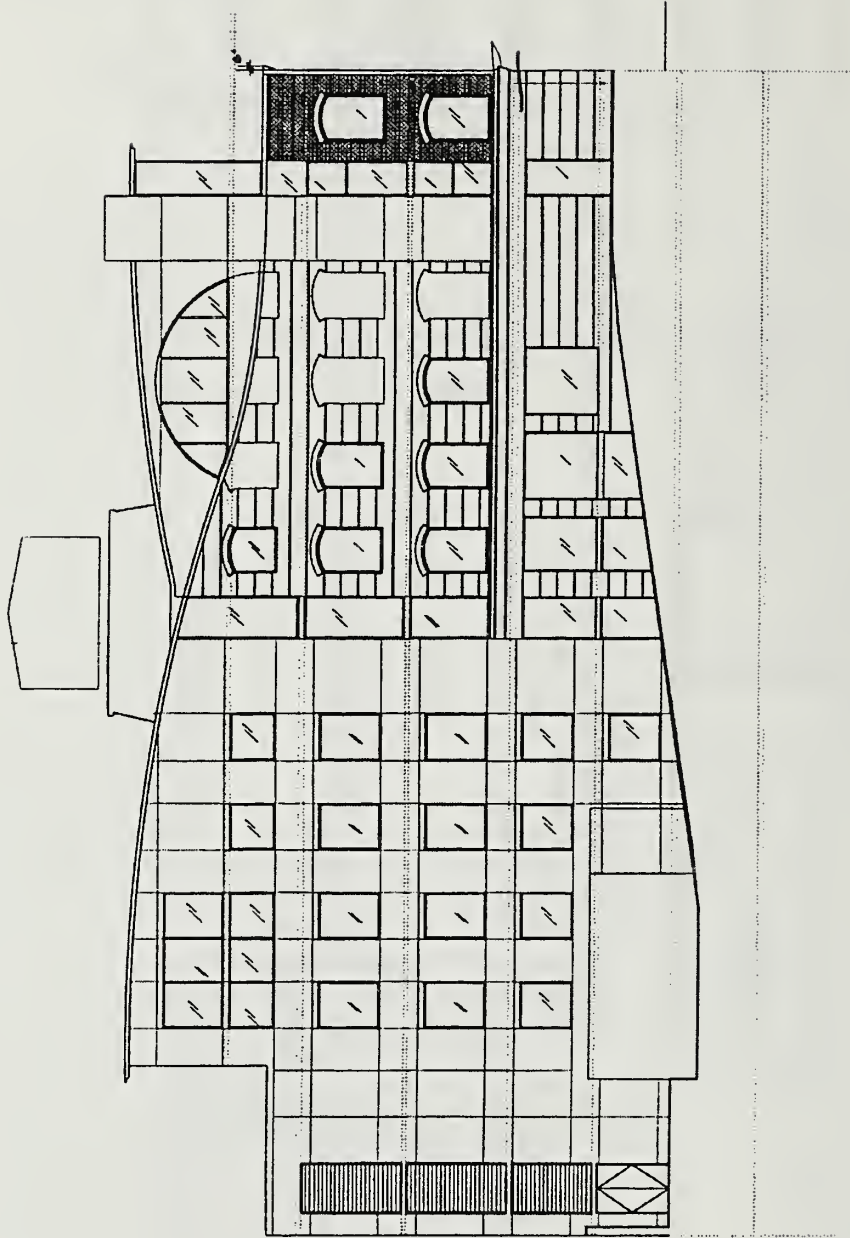
639 & 699 Second Street / 990392 ■
Figure 2
 Site Plan

SOURCE: Aston Pereira & Associates



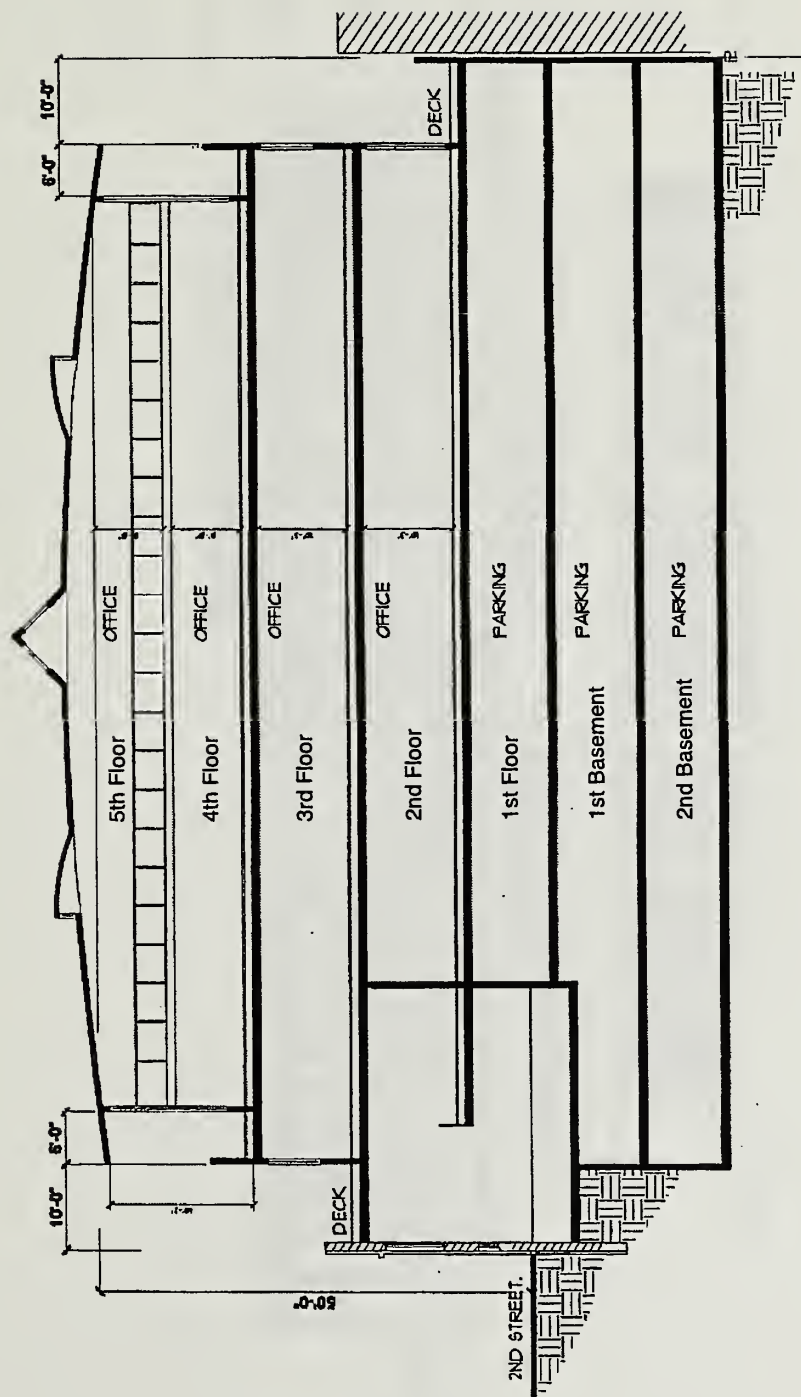
639 & 699 Second Street / 990392 ■
Figure 3
 639 2nd Street
 Section

SOURCE: Aston Percira & Associates



639 & 699 Second Street / 990392 ■
Figure 4
 639 2nd Street
 North Elevation

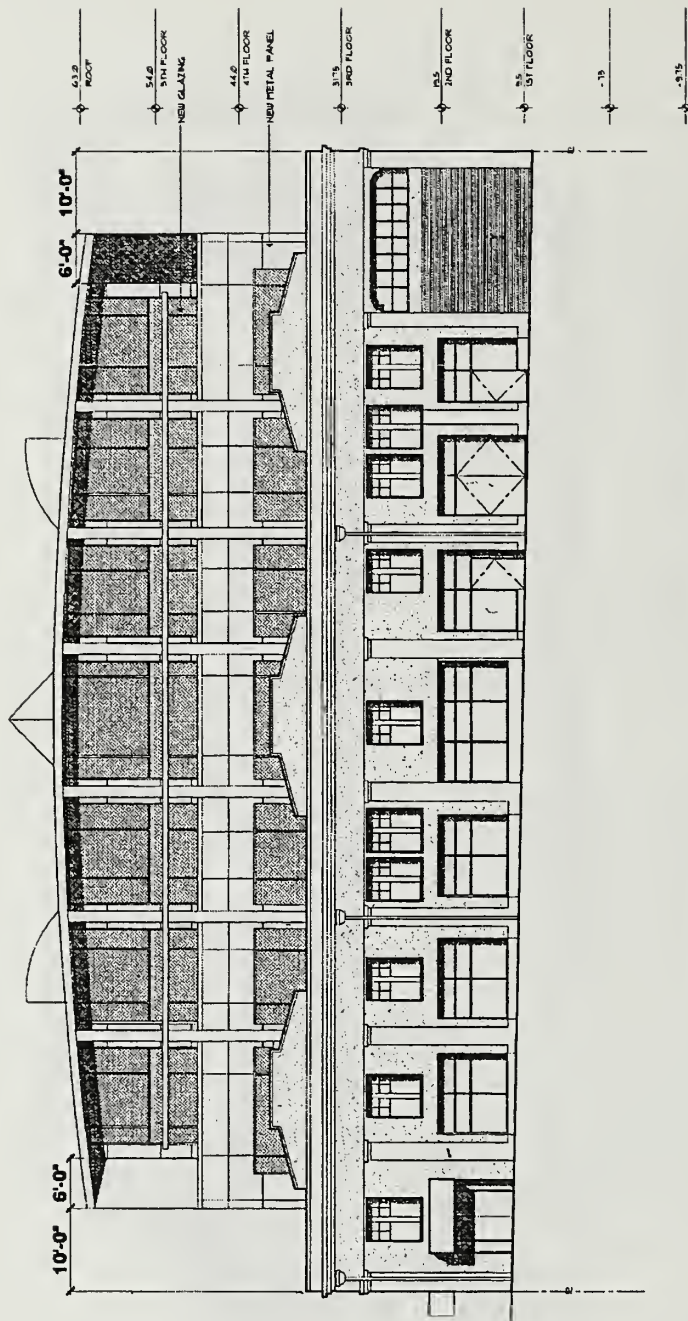
SOURCE: Aston Pereira & Associates



639 & 699 Second Street / 990392 ■

Figure 5
699 2nd Street
Section

SOURCE: Aston Pereira & Associates



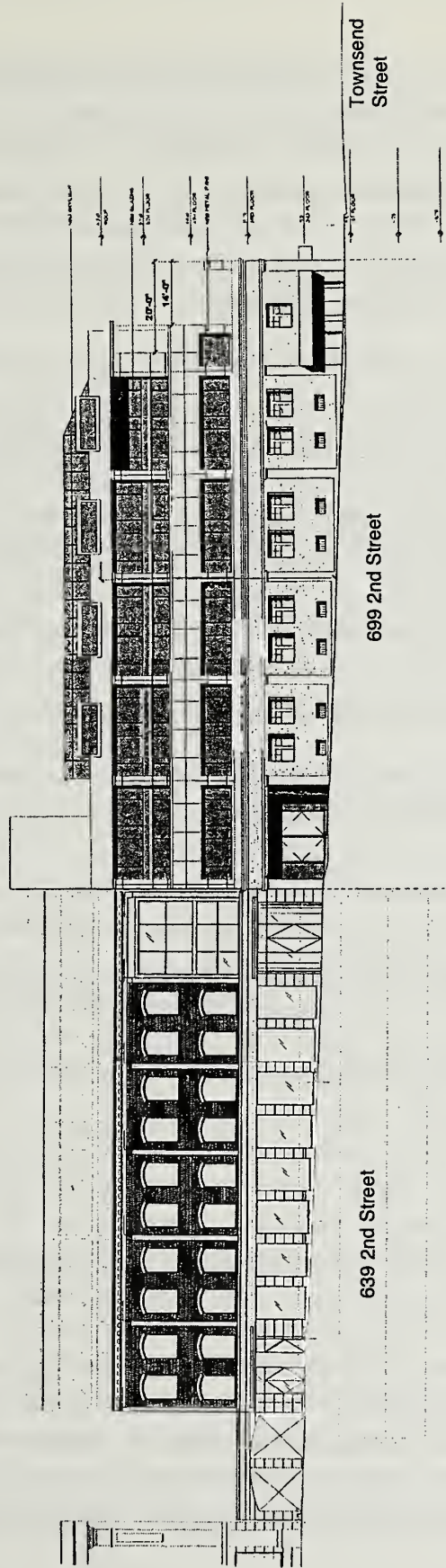
639 & 699 Second Street / 990392 ■

Figure 6

699 2nd Street

Townsend Street Elevation

SOURCE: Aston Peretla & Associates



639 & 699 Second Street / 990392 ■
Figure 7
 639 & 699 2nd Street
 Second Street Elevation

SOURCE: Aston Pereira & Associates

The 699 Second Street building is rated "2D2" on the State Office of Historic Preservation database, meaning that it has been evaluated and determined to "eligible for listing as a contributor by consensus determination." This rating means that the building is eligible for the *National Register of Historic Places* as a contributing element to a historic district and thus is listed in the California Register of Historical Resources. The South End Historic District is included in the Planning Code as Appendix I to Article 10. The building was also given a "B" rating by San Francisco Architectural Heritage, meaning it is considered by that organization to be of Major Importance.

As stated above, the proposed addition to the 699 Second Street building would retain the existing facades of the existing structure, while its upper levels would be set back 10-20 feet from the property line and would be constructed of steel and glass. According to the project architect, the design and spacing of the building's window mullions are intended to convey a contemporary image while being responsive to the detailing of the existing structure's fenestration. The glassy appearance is intended to visually lighten the structure, and be compatible with the historic nature of the original warehouse. The new structure to the north at 639 (635) Second Street would be constructed of steel and clad with brick and stucco. The upper level would be set back 10-20 feet along the front and rear. The proposed brick facade and stucco base of the new building is intended to be distinct from its southern neighbor, but compatible with the many brick warehouse structures in the vicinity and the stucco façade of the building to its north at 625 Second Street.

The existing building at 699 Second Street would include the addition of a new recessed entry along the Second Street frontage, toward the northern portion of the lot. This new main entrance to the building would contain a lobby, including two elevators and a stairwell serving all floors. An existing entry at the corner of Second and Townsend Street would remain in order to provide an additional access to the first floor. Vehicular ingress and egress would continue to be located on the Townsend Street frontage, at an existing driveway toward the eastern side of the site. At 639 (635) Second Street, the main pedestrian entrances would be on the Second Street frontage. The northern entrance would serve building residents, while the southern entrance would provide access to the office space. Vehicular ingress and egress to parking would be via an exterior driveway, running east-west on the northern side of the site, accessed via Second Street.

Open space for the residential units would be provided in private terraces adjoining each unit. Open spaces for the office uses would be provided, meeting the requirements of Section 135.3 of the Planning Code. At 639 (635) Second Street, a terrace is provided at the rear of the property, and at 699 Second Street, terraces would be provided along the perimeter of the upper floor levels.

The proposed project's floor area ratio (FAR) for each building would be 3:1, which is the maximum FAR permitted in the SSO Use District in 40 or 50 foot height districts (as is the project site). Proposed project construction would take about 12 months, with occupancy planned for mid-2002. Construction cost is estimated at \$7.5 million (\$3.75 million for each building). The project sponsor is Rosenberg SOMA Investments III, LLC, and the project architect is Aston Pereira & Associates.

B. PROJECT SPONSOR'S OBJECTIVES

The objectives of the project sponsor for the proposed project are to:

- Provide sufficient building area to accommodate the reasonable growth and expansion of the South of Market's diverse economic activities.
- Accommodate professional office space for businesses in San Francisco by adding 99,900 gross square feet of additional office space in the SSO Zoning District.
- Upgrade for seismic safety a 19th-century warehouse building.
- Preserve to the extent possible the unique and historical character of a 19th-century warehouse building by converting the building to economically productive, contemporary office use.
- Renovate a 19th-century warehouse structure while retaining those features that convey its historical and architectural values, including a vertical addition that will make clear the distinction between new construction and the original warehouse structure below it.
- Create a high-quality office project that produces a reasonable return on investment for the project sponsor and its investors.
- Promote harmony in the visual relationships and transitions between new and older buildings in the South End Historical District.
- Provide high-quality office and residential space that will respond to rapidly growing demand for such uses in San Francisco.
- Provide high-quality office and residential space that through its location and design, encourages the use of public transportation systems and bicycles.
- Provide office space that through its location and design provides significant employment opportunities in close proximity to available housing.
- Provide adequate parking resources for new South of Market residential and office development.
- Enhance the pedestrian experience in the area by including retail/restaurant use at the ground floor of a corner office building, and by installing street trees on the sidewalks fronting new construction.

C. PROJECT APPROVAL REQUIREMENTS AND GENERAL PLAN POLICIES

This EIR will undergo a public comment period as noted on the cover, including a public hearing before the Planning Commission on the Draft EIR. Following the public comment period, responses to written and oral comments will be prepared and published in a Draft Summary of Comments and Responses document. The Draft EIR will be revised as appropriate and, with the Draft Summary of Comments and Responses, presented to the Planning Commission for certification as to accuracy, objectivity, and completeness. No approvals or permits may be issued before the Final EIR is certified.

The project site is within an SSO (Service/Secondary Office) Use District. The Planning Code (Section 818) states that properties within the SSO District are “designed to accommodate . . . small-scale, professional office space and large-floor-plate ‘back office’ space for sales and clerical work forces. . . Dwelling units and group housing are permitted as conditional uses.” In the SSO District, the basic permitted floor area ratio (FAR) is 3:1 (Section 124) for lots located within 40 to 50 foot height districts. The proposed office use is principally permitted in the SSO District and is within the basic permitted FAR of 3:1. The proposed dwelling units would require conditional use authorization. Additionally, the project sponsor would seek a variance from the rear yard requirement for dwelling units. A 10-foot rear yard would be provided, compared to a required rear yard of approximately 34 feet.

The project site is located within a 50-X Height and Bulk District. The 50-X District permits buildings up to 50 feet in height and does not set bulk limits. As proposed, the project would not require any exceptions from these limits. The proposed project would exceed a height of 40 feet and therefore would be subject to the provisions of Planning Code Section 295 regarding the casting of shadow on certain public open spaces. See the Initial Study in Appendix A, for a discussion of shadow effects.

As an office development, the proposed project would also be subject to certain other Planning Code sections, including the Jobs-Housing Linkage Program (Section 313 et. seq.) and child care provision fees (Section 314 et. seq.). The proposed project would also be subject to the provisions of Planning Code Section 321, which restricts the amount of new office space that can be constructed on an annual basis.⁶

Both parcels are located within the South End Historic District, included in the Planning Code as Appendix I to Article 10. The existing building at 699 Second Street is rated as a contributing element to the Historic District. Each proposed building would require a Certificate of Appropriateness from the Planning Commission for construction within the Historic District. The proposed project would also require approval of building permits by the Department of Building Inspection.

The site is also located within the proposed South End Office District, an area that was formerly within the interim Ballpark Vicinity Special Use District (BVSUD) and for which new permanent zoning controls are being considered. Under the permanent controls being considered, all properties within the former BV SUD that are zoned M-1, M-2, and SSO (as is the project site), would become part of a new South End Office District. Within this new district, the density for housing or commercial space would not change, properties currently permitted for housing or office would remain so, and certain uses (principally entertainment and adult-related) would not be permitted.

Environmental plans and policies, like the Bay Area '97 *Clean Air Plan*, directly address physical environmental issues and/or contain standards or targets that must be met in order to preserve or improve

⁶ Under the annual office limit, a reserve is set aside for smaller office buildings (those buildings between 25,000 and 49,999 gross square feet). According to a Planning Department status report (November 14, 2000) on the annual limit, about 605,329 square feet is available under this reserve, and the Planning Department is currently reviewing applications totaling about 624,415 square feet of office. An additional 75,000 square feet will be added to the reserve in the next approval period, which begins October 17, 2001.

specific components of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

On November 4, 1986, the voters of San Francisco passed Proposition M, the Accountable Planning Initiative, which added Section 101.1 to the Planning Code and established eight Priority Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service sectors from commercial office development and enhancement of resident employment and business ownership; maximization of earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an Initial Study under the California Environmental Quality Act (CEQA), or adopting any zoning ordinance or development agreement, the City is required to find that the proposed project is consistent with the Priority Policies.

The San Francisco General Plan, which provides general policies and objectives to guide land use decisions, contains some policies that relate to physical environmental issues. In general, potential conflicts with the General Plan are considered by the decisions-makers (normally the Planning Commission) independently of the environmental review process, as part of the decision to approve, modify or disapprove a proposed project. Any potential conflict not identified here could be considered in that context, and would not alter the physical environmental effects of the proposed project. See the Land Use section, Chapter III.A., for a discussion of some of the relevant objectives and policies.

CHAPTER III

ENVIRONMENTAL SETTING AND IMPACTS

An application for environmental evaluation for the project was filed on June 23, 1999. The San Francisco Planning Department determined that an EIR was required. The Initial Study determined that the following possible effects of the proposed project would either be insignificant or would be reduced to a less-than-significant level by mitigation measures included in the project, and thus require no further analysis: land use, visual quality, population and employment, noise, air quality, shadow, wind, utilities/public services, biology, geology and topography, water/hydrology, energy and natural resources, hazards, and archaeological resources. Therefore, the EIR does not discuss these issues (see Appendix A, p. 1, for the Initial Study). Land use information is included in the EIR for informational purposes to orient the reader; historic architectural resources and transportation are analyzed beginning on page 27.

A. LAND USE

The 37,799 square-foot project site (Lots 4 and 5 of Assessor's Block 3789) is currently occupied by a 2-story building at 699 Second Street and a surface parking lot at 639 (635) Second Street. The existing 23,000 square-foot building is partially occupied by office uses and a vacant retail space.

Land uses in the project vicinity are varied and include light industry, live/work units, apartments, restaurants, offices, warehouses, surface parking, and retail. One block south of the project site is Pacific Bell Park, home of the San Francisco Giants baseball team. Across Second Street between Townsend and King Streets, is the recently completed One Embarcadero South project, a residential San Francisco Redevelopment Agency project. Slightly further away, the Caltrain depot is located two blocks to the southwest and the China Basin Landing office building is located on Berry Street between Third and Fourth Streets. In addition, the Mission Bay North Redevelopment Area has been approved for development, but has yet to begin construction. This development will include a variety of uses, including retail, residential, and open space, and will be located north of China Basin Channel and south of Townsend and/or King Streets between Third and Seventh Streets.

CHANGES IN LAND USE

The proposed project would result in an increase in intensity of land uses on the project site, and would introduce residential units to the project site. However, the proposed project would not alter the general land use of the immediate area, which includes several office buildings. In addition, the project vicinity is undergoing a transition from primarily warehouse and industrial uses to live/work and other residential

uses, office uses, and, most recently, retail/entertainment uses intended to capitalize on the new Pacific Bell Park. The proposed project would be consistent with the direction of the neighborhood's current development pattern, and would not disrupt or divide the neighborhood, since it would be achieved within the existing block configuration.

The proposed project would cause limited direct displacement of commercial and industrial uses on the site, because the existing parking lot and commercial uses on the site employ relatively few (about 40) people.

RELEVANT POLICIES OF THE GENERAL PLAN

As discussed, the San Francisco *General Plan* provides general policies and objectives to guide land use decisions. The *General Plan* contains many policies which may address different goals, and projects may be consistent with certain policies and inconsistent with others. However, a conflict with a *General Plan* policy does not, in itself, indicate a significant effect on the environment. To the extent that physical impacts may result from such conflicts, such physical impacts are identified in the environmental analysis.

The proposed project would not obviously or substantially conflict with the *General Plan*. The Planning Commission, in deciding whether to approve the proposed project, must decide whether any inconsistencies with policies relating to historic preservation would be outweighed by the proposed project's conformity with other policies and objectives. Some relevant *General Plan* objectives and policies are noted below.

SOUTH OF MARKET AREA PLAN

Objective 1, Policy 4: Provide sufficient land and building area to accommodate the reasonable growth and expansion of the South of Market's diverse economic activities.

Objective 3, Policy 1: Increase the supply of housing without adversely affecting the scale, density, and architectural character of existing residential or mixed use neighborhoods or displacing light industrial and/or business service activities.

Objective 5, Policy 4: Provide adequate parking and loading resources for new South of Market residential and business development.

Objective 7, Policy 2: Preserve the architectural character and identity of South of Market residential and commercial/industrial buildings.

Objective 7, Policy 4: Preserve individual architecturally and /or historically significant buildings which contribute to the area's identity, give visual orientation, and which impart a sense of continuity with San Francisco's past.

COMMERCE AND INDUSTRY ELEMENT

Objective 2: Maintain and enhance a sound and diverse economic base and fiscal structure for the city.

Objective 2, Policy 1: Seek to retain existing commercial and industrial activity and to attract new such activity to the city.

Objective 3: Provide expanded employment opportunities for city residents, particularly the unemployed and economically disadvantaged.

URBAN DESIGN ELEMENT

Objective 2, Policy 4: Preserve notable landmarks and areas of historic, architectural, or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

Objective 2, Policy 5: Use care in remodeling of older buildings, in order to enhance rather than weaken the original character of such buildings.

Objective 2, Policy 6: Respect the character of older development nearby in the design of new buildings.

Objective 3, Policy 1: Promote harmony in the visual relationships and transitions between new and older buildings.

Objective 3, Policy 2: Avoid extreme contrast in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance.

Objective 3, Policy 3: Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations.

Objective 3, Policy 5: Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development.

Objective 3, Policy 6: Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction.

TRANSPORTATION ELEMENT

Policy 7.1: Reserve a majority of the off-street parking spaces at the periphery of downtown for short term parking.

Policy 16.5: Reduce parking demand through limiting the absolute amount of spaces and prioritizing the spaces for short-term and ride-share uses.

Policy 17.1: Discourage the provision of new long-term parking downtown and near major employment centers.

Policy 17.2: Encourage collaboration and cooperation between property owners and developers to allow for the most efficient use of existing and new parking facilities.

Policy 28.1: Provide secure bicycle parking in new governmental, commercial, and residential developments.

Policy 30.1: Ensure that new or enlarged parking facilities meet need, locational, and design criteria.

Policy 30.3: Maximize the efficient use of land devoted to parking by consolidating adjacent surface lots and garages into a parking structure, possibly containing residential, commercial or other uses.

Policy 30.6: Make existing and new accessory parking available to nearby residents and the general public for use as short-term or evening parking when not being utilized by the business or institution to which it is accessory.

Policy 32.1: Discourage new long-term commuter parking spaces for single-occupant automobiles in and around downtown. Limit the long-term parking spaces to the number that already exists.

Policy 32.2: When it must be provided, locate any new long-term parking structures in the areas peripheral to downtown. Any new peripheral parking structures should be concentrated to make transit service convenient and efficient, connected to transit shuttle service to downtown, and provide preferred space and rates for van and car pool vehicles, bicycles, and motorcycles.

Policy 40.1: Provide off-street facilities for freight loading and service vehicles on the site of new buildings sufficient to meet the demands generated by the intended uses. Seek opportunities to create new off-street loading facilities for existing buildings.

COMMUNITY SAFETY ELEMENT

Policy 2.1: Assure that new construction meets current structural and life safety standards.

Policy 2.4: Continue the unreinforced masonry building program and the parapet program.

Policy 2.8: Preserve, consistent with life safety considerations, the architectural character of buildings and structures important to the unique visual image of San Francisco, and increase the likelihood that architecturally and historically valuable structures will survive future earthquakes.

RESIDENCE ELEMENT

Objective 1, Policy 2: Facilitate the conversion of underused industrial and commercial areas to residential use.

Objective 1, Policy 4: Encourage infill housing on appropriate sites in established neighborhoods.

Objective 5, Policy 8: Ensure that office developments and higher educational institutions assist in meeting the housing demand they generate.

Objective 6 Policy 4: Promote development of well designed housing.

B. HISTORIC ARCHITECTURAL RESOURCES

SETTING

SOUTH END HISTORIC DISTRICT

The 639 (635) and 699 Second Street sites are within the South End Historic District, a local historic district defined in the San Francisco Planning Code, Article 10, Appendix I (see Appendix B of this EIR, p. 1). Additionally, the 699 Second Street building has been determined eligible for listing on the National Register of Historic Places and is included in the California Register of Historical Resources.

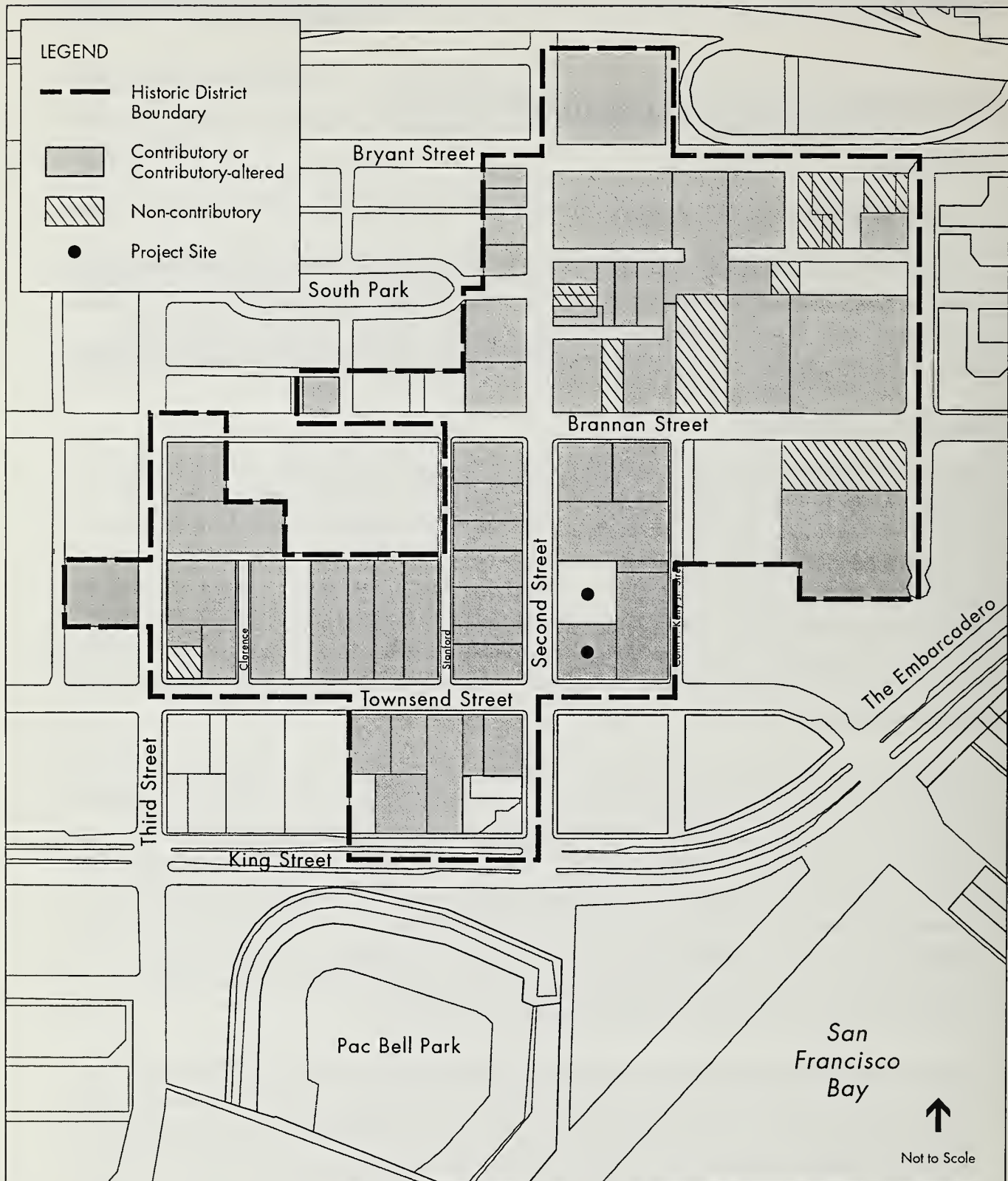
Boundaries and History⁷

The South End Historic District encompasses portions of seven blocks generally from First to Third Streets and from Bryant to King Streets (see Figure 8). It consists of mid-19th century to early-20th century warehouse structures near San Francisco's eastern historic shoreline. When adopted by the Board of Supervisors in March 1990, the district contained 67 buildings on 74 parcels, including: 50 contributing structures; 8 altered/contributing structures built during the district's period of significance but lacking integrity; 9 non-contributors that were built after 1935 that presumably lack architectural and/or historic significance; and 7 undeveloped parcels that are neither contributing nor non-contributing because they are vacant lots. Currently, the number of structures within each of these categories remains substantially the same.

The South End Historic District was adopted in recognition of the area's "extraordinary concentration of buildings from almost every period of San Francisco's maritime history." The evolution of warehouse forms in the area reflect architectural and industrial changes over a 120-year period. One-story warehouses were common in the area in the nineteenth century, but as the cost of land increased, multi-story buildings became more prevalent. The invention of the forklift in the 1930s eliminated the advantages of multi-story buildings over single-story buildings, and since 1945, nearly all warehouses constructed in the United States have been one story in height. In recent years, business costs, development pressures and the obsolescence of warehouse or industrial functions have led to the conversion of many warehouses and industrial buildings to other uses.

The period of historical significance of the South End Historic District, 1867 to 1935, was "the era during which the waterfront became a vital part of the city's and nation's maritime commerce." Four buildings remain from the nineteenth century; another four were constructed in the six-year interval preceding the 1906 earthquake. The majority of the buildings were erected between 1906 and 1929, a period during which trade along the waterfront increased dramatically. Several street fronts – such as Second, Third, and Townsend – are characterized by solid walls of brick and reinforced concrete warehouses. Red (and sometimes yellow) brick and, in later buildings, reinforced concrete are the

⁷ The majority of information in this section, including direct quotations of text, is from San Francisco Planning Code Article 10, Appendix I, Sections 5, 6, and 7.



SOURCE: Environmental Science Associates

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Figure 8
South End Historic District

common construction materials in the Historic District, giving most buildings a rough texture. Facades built before 1920 typically had limited fenestration, although large-sash industrial glazing appeared later. Detailing is minimal, with arches frequently used. Cornices are generally simple. The large number of intact masonry warehouses which remain to this day are reminders of the maritime and rail activities which helped to make San Francisco a great turn-of-the-century port city.

Contributory and Contributory-Altered structures in their current condition were visually surveyed and compared to photographic documentation of the same buildings at the time of adoption of the South End Historic District. The visual survey found that no Contributory or Contributory-Altered buildings had been demolished. Most buildings were in the same condition generally as at the time of adoption of the Historic District, with the exception of alterations such as new signage, storefront windows, window treatments, awnings, light fixtures, gates, door openings and other fenestration changes. New buildings were observed on three sites that had been vacant at the time of adoption of the Historic District. One one-story vertical addition and one two-story vertical addition were observed on two sites. On several properties, some façade elements were removed. Overall, the South End Historic District remains largely in tact since its adoption, and maintains the characteristics that convey its historical significance and that justify its inclusion in, or eligibility for inclusion on, a historical resource list.

The existing building at 699 Second Street has been deemed a Contributory building to the Historic District. Contributory buildings are those “which date from the Historic District’s period of significance and retain their historic integrity. These structures are of the highest importance in maintaining the character of the Historic District.”⁸ The 639 (635) Second Street site is currently occupied by a parking lot and has no permanent structures, and therefore has no buildings of historic architectural importance.

Guidelines

For all projects within a locally designated historic district (as provided for in Article 10 of the Planning Code) that involve new construction or visible exterior changes to an existing structure, a Certificate of Appropriateness is required. In the case of new construction, or alterations that are potentially detrimental to the historic district, the Planning Commission is required to hold a public hearing on the Certificate of Appropriateness application subsequent to an advisory report being submitted to the Planning Commission by the Landmarks Preservation Advisory Board (LPAB).

Standards of Article 10 call for new construction to be compatible with characteristics and features of the Historic District in which it is located. Existing buildings in the South End Historic District, as discussed in Section 6 of Appendix I, tend to be approximately six stories in height. Typical of warehouse design, buildings are large in bulk, often with large arches and door openings originally designed for easy vehicle access. There is usually a regularity of overall form. Within older buildings, windows are few, but are rhythmically spaced and deeply recessed. Standard brick masonry is predominant for the older buildings. Newer buildings from 1920’s onward are constructed of reinforced concrete and have larger industrial sash windows.

In general, Article 10 states that work:

shall be compatible with the character of the historic district . . . and, in any exterior change, reasonable efforts shall be made to preserve, enhance or restore, and not to damage or destroy, the exterior architectural features of the subject property which are compatible with the character of the historic district (Section 1006.7(c)).

Sections 6 and 7 of Appendix I to Article 10 set forth specific guidelines for review of proposed changes within the district. These provisions pertain to character, façade line continuity, fenestration and design elements, and signs. Below is a brief summary of the relevant guidelines as they relate to the proposed project:

⁸ San Francisco Planning Code, Article 10, Appendix I, Section 8(1).

- Character: a project shall be compatible with the character of the district, where character means the exterior architectural features and historic brick and stone paving materials described in Section 6.
- Façade Line Continuity: a project should maintain the historical façade line continuity; setbacks at lower floors and arcades, not generally being features of the district, are generally unacceptable.
- Fenestration and Design Elements: projects should relate to design elements of nearby concentrations of buildings with respect to mass/void proportions, recessed openings, vertical/horizontal orientation, and style of fenestration.
- Signs: one principal, flush wall sign and one secondary sign are allowed per establishment per street frontage.

Additionally, under Section 7(d), it is stated that while certain alterations to the exteriors of buildings within the district may be necessary for adaptive reuse or sufficient light and air, substantial alterations to principal facades (those which face a public street) should be discouraged. Substantial alterations to non-principal facades may be appropriate, provided such alterations maintain the character of the historic district.

The Landmarks Preservation Advisory Board, in its advisory role to the Planning Commission regarding the Certificate of Appropriateness, would also review the proposed alteration of 699 Second Street relative to the Secretary of the Interior's Standards for the Treatment of Historic Properties.⁹ Standard No. 9 of the Secretary's Standards for Rehabilitation states:

New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

PROJECT SITE

Building History¹⁰

The existing building at 699 Second Street (a.k.a. 675 Second Street), originally the California Warehouse, was constructed in 1882 and is the second oldest warehouse in the South End Historic District. The oldest warehouse, Hooper's Warehouse at 64 Townsend Street just east of the project site, was constructed in 1874. The California Warehouse was built by Samuel Haslett and Charles Bailey on property owned by William Sharon and A. A. Cohen. When it was constructed, the California Warehouse was the first structure in San Francisco into which railroad cars could run, a feature that

⁹ The Secretary's Standards are used by the National Park Service in reviewing federal projects that involve Historic Properties, and by the Park Service and the State Office of Historic Preservation in determining eligibility of rehabilitation projects for federal tax credits; the Standards do not prohibit any rehabilitation activity. Many communities use the Secretary's Standards, at least in part, to determine the significance under CEQA of potential impacts to historic resources, although they are not employed for this purpose by the City of San Francisco.

¹⁰ The information in this section is drawn from the California Department of Transportation *Historic Architectural Survey* for the I-280 Transfer Concept Program, January 1, 1982; and the San Francisco Planning Department *South End Historic District Case Report*, February 5, 1990.

provided an advantage to owners of goods in the winter. The warehouse was specially bonded by the U.S. Government for the storage of teas.

The Haslett and Bailey firm had interests after 1882 in a number of warehouses and went through several transformations before the incorporation of the Haslett Company in 1898. In 1898 the California Warehouse became a part of the Haslett Company. The 1902 City directory shows the California Warehouse as part of the South End Warehouse Company, containing their offices and called the South End Warehouse. In 1904 the warehouse reappears for one year back with the Haslett Company, but in 1905 had returned to the South End Company. The 1905 Sanborn map shows it as the "South End Warehouse—General Merchandise" next to its companion South End Warehouse, the original Hooper's structure. It then acquired the name "American Warehouse" because of the tenancy of the American Radiator Company from about 1915 on.

The low, basically square, 1-½ story brick structure has decorative detail on both its Second Street and Townsend Street frontages. The horizontal appearance of the building is defined by a strong cornice line with decorative detail brick work. The breadth of the building is broken by a series of brick columns which define the recessed rectangular window bays and give the structure a slightly classical appearance. The Townsend Street side of the building is adorned with three triangular pediments along the roof line at the end of the roof trusses. Early photographs show that the street frontages have been slightly modified, but the structure still retains its integrity. See Figures 9-11 for current views of the project site.

Building Ratings

National Register of Historic Places

U.S. Department of Interior regulations (36 CFR 60.4) describe the criteria for listing on the National Register of Historic Places (National Register) as follows:

The quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and that (a) are associated with events that have a significant contribution to the broad patterns of our history; or (b) that are associated with the lives of persons significant in our past; or (c) that embody the distinctive characteristics of a type, period, or method of construction, or that possess high artistic values, or that represent a significant distinguishable entity whose components may lack individual distinction; or (d) that have yielded or may be likely to yield information important in history or prehistory.

For a building to be listed on either the local or the National Register, it must qualify under at least one of the previous criteria, and it must demonstrate a minimum degree of architectural integrity – it must still be capable of conveying the information for which it was found eligible.



Second Street Elevation (Looking Southeast)



Second Street Elevation (Looking East)



Townsend Street Elevation (Looking North)



Townsend Street Elevation (Looking North)

SOURCE: Environmental Science Associates

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Figure 10
Views of Project Site



North (Rear) Elevation



Surface Parking Lot on Northern Portion of Site

The 699 Second Street building has been determined eligible for listing in the National Register of Historic Places as a contributor to a historic district, as indicated in the State Historic Resources Directory. While such determination has not specified under which criterion the building would qualify for listing, it appears to qualify for listing as a surviving example of a building type, under Criterion C.

California Register

The California Register of Historical Resources includes buildings and structures formally determined eligible and listed through procedures adopted by the Office of State Historic Preservation (SHPO). The existing 699 Second Street building is included in the California Register because it has been formally determined eligible for listing on the National Register.

South of Market Plan. The South of Market Plan,¹¹ an area plan within the San Francisco General Plan, includes Objective 7, Policy 4, which states, “Preserve individual architecturally and/or historically significant buildings which contribute to the area’s identity, give visual orientation, and which impart a sense of continuity with San Francisco’s past.” Approximately 30 such structures, including 699 Second Street, are designated “Significant Buildings” in the Plan. The Plan states that these buildings “should be considered for designation as City landmarks.” However, none of the Significant Buildings in the South of Market Plan have been designated City Landmarks. The Plan also identified a proposed historic district, since adopted under Article 10 of the Planning Code as the South End Historic District, which occupies all or part of seven blocks (including much of the project block) to the north, west and east of the project site. The 639 (635) and 699 Second Street parcels are within the South End Historic District, as discussed above.

Heritage Survey. The San Francisco Architectural Heritage Foundation surveyed structures in the greater downtown area, including the South of Market District. The Heritage survey employed 13 rating categories in four headings that are based on criteria of the National Trust for Historic Preservation: architecture, history, environment and integrity.¹² These same categories were later adopted for the survey conducted in the development of San Francisco’s Downtown Plan.

The particular form of the Heritage survey was based on a model put forth by Harold Kalman in his book *The Evaluation of Historic Buildings, A Manual*, published by the Canadian government in 1978. Summary ratings from “A” to “D” were assigned to each building on the basis of evaluation in the 13 rating categories, with “A” representing buildings of Highest Importance. “B”-rated buildings are of Major Importance, “C”-rated buildings are of Contextual Importance, and “D”-rated structures are of Minor or No Importance. Buildings not rated by Heritage are those that have been built or suffered insensitive exterior remodeling since 1945. In *Splendid Survivors*, a 1979 book that profiled San Francisco’s downtown architecture, Heritage described “B”-rated buildings as follows:

¹¹ The South of Market Plan has not been adopted by the San Francisco Board of Supervisors.

¹² The 13 categories are essentially those used by the San Francisco Architectural Heritage Foundation in its book *Splendid Survivors*: Architecture (Style, Construction, Age, Architect, Design, Interior); History (Person, Events, Patterns); Environment (Continuity, Setting, Landmark); and Integrity.

- B. **Major Importance.** Buildings which are of individual importance by virtue of architectural, historical, and environmental criteria. These buildings tend to stand out for their overall quality rather than for any particular outstanding characteristics. B-group buildings are eligible for the National Register, and are of secondary priority for City Landmark status.

The existing 699 Second Street building has been rated “B” in the Heritage survey.

Unreinforced Masonry Building Ordinance. In 1993, the City adopted the Unreinforced Masonry Building (UMB) Seismic Retrofit Program with the primary goal of reducing earthquake-related life safety hazards associated with the approximately 2,100 UMBs in San Francisco. Among the other goals of the program is protection and retention of existing UMBs with architectural merit. The program includes adoption of Architectural Guidelines for retrofit of UMBs.

The San Francisco Department of Building Inspection (DBI) has compiled a list of approximately 2,070 UMBs in the City. Of these, about 1,650 are subject to the UMB Ordinance, which as passed in 1992, requires that these buildings be seismically strengthened by a deadline (from 1997 to 2006) that is based on the “risk level” to which each building is assigned. The 699 Second Street building falls within Risk Level 3, meaning that retrofit must be completed by February 15, 2004.

Historic Architectural Significance

CEQA Section 21084.1 defines “historical resource” as one that is listed in, or determined eligible for listing in, the California Register of Historical Resources, and states that resources listed in a local register of historical resources “are presumed to be historically or culturally significant.” A “local register of historic resources” is defined in Public Resources Code Sec. 5020.1 as “a list of properties officially designated or recognized as historically significant by a local government pursuant to a local ordinance or resolution.”

As noted, the 699 Second Street building has been formally determined to be eligible for listing on the National Register of Historic Places, and is therefore listed in the California Register of Historical Resources. Additionally, the building is a Contributory element of the local South End Historic District, a district adopted by local ordinance and incorporated into the Planning Code. For all of these reasons, the 699 Second Street building is a historical resource as defined in CEQA Section 21084.1.

Designation of the South End Historic District qualifies the district as being “listed in a local register of historic resources.” Therefore, under CEQA, the South End Historic District is also considered to be a historical resource.

IMPACTS

SIGNIFICANCE CRITERIA

The City has no formally adopted significance standards for potential impacts on historic architectural resources. However, projects are normally found to have a significant effect on the environment if they

would substantially disrupt or adversely affect the historic significance of a property or substantially conflict with the preservation of buildings or districts subject to the provisions of Article 10 or Article 11 of the San Francisco Planning Code. The proposed 639 (635) and 699 Second Street project would be subject to Article 10.

CEQA Section 21084.1 states that “a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment.” A “substantial adverse change” is defined in Public Resources Code Section 5020.1 as “demolition, destruction, relocation or alteration such that the significance of an historical resource would be impaired.” CEQA Guidelines Section 15064.5(b)(2) states that the significance of historical resource is materially impaired when a project “demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for inclusion” on an historical resource list.

As discussed previously, the South End Historic District ordinance, Article 10, Appendix I, of the Planning Code includes guidelines for Certificate of Appropriateness review standards for new construction and alterations in the district. The Planning Commission will utilize these guidelines as a basis for determining whether or not to approve the project sponsor’s Certificate of Appropriateness application. (See the Guidelines discussion of this section above for the language of these guidelines.) The guidelines for evaluation of an application for a Certificate of Appropriateness are specific to that process and are not directly comparable to CEQA significance criteria.

EVALUATION OF PROJECT IMPACTS

Having determined that the 699 Second Street building and the South End Historic District are historical resources, the question for this evaluation is to determine whether the proposed project would cause a substantial adverse change to either the 699 Second Street building or the South End Historic District, such that the qualities that make them historically significant would be impaired or lost.

699 Second Street Building

Character-defining features of the existing historic structure at 699 Second Street include the building’s low, basically square form and decorative detail on both its Second Street and Townsend Street frontages. The horizontal appearance of the building is defined by a strong cornice line with decorative detail brick work. The building is broken by a series of columns, or pilasters, and rooftop pediments that define the recessed rectangular window bays and give the structure a slightly classical appearance. While the building’s frontages have been slightly modified over the years, the structure still retains its integrity.

The architect’s rendering, depicting a view of the proposed building from south of the subject property, is shown in Figure 12. The proposed project would retain and modify the Second and Townsend Street facades of the existing structure, add three stories to the existing two-story building, and include two

underground levels for parking. The height of the building would increase from approximately 23 feet to a proposed 50 feet. The existing Second Street historic façade would be minimally altered by the creation of a ground level recessed main entrance within the northernmost bay. The pilasters and simple cornice framing the bay would remain. Along the Townsend Street façade, several bays consisting of solid walls would be altered to include new storefront windows and entrances. Again, the pilasters and cornices would be retained. An existing canopied entrance on the western end and a garage entrance on the eastern end would remain.

The proposed upper levels would be set back 10-16 feet from the building edge and would be constructed of steel and glass. An arched roof would be penetrated by skylights running the length of the building in the north-south direction. The intention of the design for both the Second and Townsend Street facades is to differentiate clearly the new construction from the old, while maintaining meaningful references to the scale and modulation of the old.

The National Park Service has developed guidelines¹³ to provide advice on application of the Secretary's Standards. In the section on New Additions to Historic Buildings, the guidelines identify approaches to rehabilitation that are recommended, and contrast those strategies with those that are not recommended. Generally, it is recommended that a new addition be constructed "so that there is the least possible loss of historic materials and so that character-defining features are not obscured, damaged, or destroyed." In regard to the proposed project, "designing a rooftop addition when required for the new use, that is set back from the wall plane and as inconspicuous as possible when viewed from the street" is recommended. In contrast, not recommended is "constructing a rooftop addition so that the historic appearance of the building is radically changed."

The project architect has deliberately sought to achieve contrast with the existing building through the use of steel and glass in the proposed three-story addition, while relating to the existing building by the proposed rhythm of bays and windows. While much of the existing building would be removed, most of the character-defining features of the remaining façade would be retained, including the cornice, dentils, pilasters, and triangular pediments. However, the proposed three-story addition would result in a substantial increase in building mass, thereby altering the setting in which the historic facade is perceived by reducing the importance of the existing facade in views from the street. The proposed 10-foot setback from Second and Townsend Streets would not sufficiently attenuate this diminution of importance on the historic facade. With the proposed setback, the top of the three-story addition would

¹³ U.S. Department of the Interior, National Park Service, 1995. *The Secretary of the Interior's Standards for the Treatment of Historic Properties, with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings*, by Kay D. Weeks and Anne Grimmer.



SOURCE: Aston Pereira & Associates

639 & 699 Second Street / 990392 ■

Figure 12

Rendering of Proposed Project
at 699 Second Street

not be visible from the sidewalk immediately adjacent to the project, but would be clearly visible from across the street. The proposed project would therefore change the historic appearance of the building and result in an alteration such that its significance would be impaired.

South End Historic District

Character-defining features of the South End Historic District include the many brick and reinforced concrete warehouse structures that have retained their integrity and overall character. The National Park Service provides guidance in the evaluation of geographic areas that may qualify as National Register historic districts. According to National Register Bulletin 15,¹⁴

For a district to retain integrity as a whole, the majority of the components that make up the district's historic character must possess integrity even if they are individually undistinguished. In addition, the relationships among the district's components must be substantially unchanged since the period of significance.

As discussed, the district contains 74 parcels and 67 buildings, 50 of which are contributing elements.

Standards of Article 10 call for new construction to be compatible with characteristics and features of the Historic District in which it is located. The proposed new six-story structure at 639 (635) Second Street would be constructed of steel and clad with brick and stucco. The proposed brick facade and stucco base of the new building is intended to be distinct from its southern neighbor, but compatible with the many brick warehouse structures in the vicinity and the stucco facade of the building to its north at 625 Second Street. Fenestration within the stucco base would consist of two entrance lobbies divided by a wall of storefront windows. The stucco base would extend across the driveway at the northern side of the lot, serving as the garage entrance. The middle floors of the Second Street facade would consist of six bays, five of which would be clad with brick, each bay containing a pair of arched windows on each level. The fifth floor level would be set back 10 feet from the front of the building and 20 feet from the rear of the building. Consisting of more glazing than the lower levels, the fifth floor facade would be more contemporary in appearance.

The proposed 699 Second Street building would retain the Second and Townsend Street facades, provide additional fenestration, and include a three story modern addition. The Landmarks Preservation Advisory Board will review the proposal for the 639 (635) and 699 Second Street sites for compatibility with the South End Historic District, and provide advice to the Planning Commission regarding the Certificate of Appropriateness.

¹⁴ U.S. Department of the Interior, National Park Service, Technical Information on the National Register of Historic Places. Evaluation, Registration, and Preservation of Cultural Resources, www.cr.nps.gov/nr/publications/bulletins/nr15, November 2000.

With the proposed project, the character in the immediate vicinity of this prominent corner of Second and Townsend Streets would change somewhat from its current industrial feeling to that of a more modern, intensively developed area. The existing low-rise masonry structure at 699 Second Street and vacant parking lot at 639 (635) Second Street currently allow persons to experience this corner in the context of other low- and mid-rise buildings in the District constructed of exposed brick and other masonry. The proposed contemporary addition to 699 Second Street, with more glazing than is typically seen on Contributory structures elsewhere in the District, would alter such character. The change in the character of the area would be tempered, however, by the new and very large One Embarcadero South residential project immediately to the south of the project site across Townsend Street, which is outside of the Historic District.

Although the character in the immediate vicinity of Second and Townsend Streets would change, the broader District, which, based on a visual survey, remains largely intact, would not be adversely affected by the limited effects at Second and Townsend Streets. The proposed project would affect two of the 74 parcels within the South End Historic District, and one out of 50 Contributory buildings in the district. Because the historic district contains many intact buildings that define the district's character, construction on the two project sites in the manner proposed, even if found incompatible with the District, would not result in a change to the historic district such that the characteristics that make the district historically significant would be substantially impaired or lost. The majority of character-defining elements within the district would still remain. The District as a whole would continue to retain its integrity, and the physical characteristics that convey the District's significance would continue to justify the South End Historic District as a historical resource. As such, the proposed project would not have a significant impact upon the South End Historic District.

Cumulative Effects

CEQA Guidelines Section 15355(b) defines cumulative impacts from several projects as being "the change in the environment which results from the incremental impact of the project when added to other closely related past, present, and reasonably foreseeable probable future projects."

While there are a number of newly constructed or proposed developments just outside of the South End District, such as Pacific Bell Park, the One Embarcadero South residential project just south of the project site, and a number of office and mixed-use buildings on King and Townsend Streets, there are very few new developments within the South End Historic District that would contribute to cumulative effects on the historical significance of the District. Recent past projects within the South End Historic District include a vertical addition to 680 Second Street that is not readily visible from Second Street. A recent proposal for a new 105-foot-tall office project at 144 King Street, about one block southwest of the project site, is undergoing environmental review. There are no other projects involving substantial additions in the South End Historic District that are presently under consideration. Additionally there are no probable future projects within the South End Historic District of which the Planning Department is aware.

The cumulative effect of the above projects on the historical significance of the South End Historic District would be limited. The 680 Second Street vertical addition is sufficiently set back from the primary building façade along Second Street and is only nominally visible. The introduction of modern structures to the area would incrementally change the character of the area in the immediate vicinity of the 144 King Street project and the proposed project at 639 (635) and 699 Second Street. However, the broader District, which, based on a visual survey as discussed above, remains largely intact, would not be adversely affected by the relatively limited effects at Second and Townsend Streets and in the vicinity of 144 King Street.

CONCLUSION

Although the project architect has deliberately sought to differentiate the new construction from the old while maintaining meaningful references to the scale and modulation of the existing building at 699 Second Street, construction of the proposed three-story addition, with the resulting increase in height and bulk, and with the contemporary stylistic features proposed, could nevertheless substantially alter the building's principal Second and Townsend Street facades in pedestrian-level views from across Second and Townsend Streets, although not in views from the sidewalk on the project side of Second and Townsend Streets. The proposed alterations to the 699 Second Street building could be characterized as a substantial adverse change to the historic resource, and would therefore be considered a significant impact.

Regarding the South End Historic District, the district would continue to have a majority of contributory elements that retain their integrity. Therefore, effects on the importance and character of the South End Historic District would not be significant.

C. TRAFFIC AND CIRCULATION

A transportation study was prepared for the project and is summarized here.¹⁵

SETTING

Within the project vicinity, The Embarcadero, Third, Fourth, and King Streets are designated in the Transportation Element of the San Francisco General Plan as Transit Preferential Streets. On these streets, priority is given to transit vehicles over autos during commute and business hours on weekdays usually along curbside lanes. The Embarcadero, Third, Fourth, King, and portions of Fifth and Brannan Streets are designated in the Transportation Element as Major Arterials, which the General Plan defines as "cross-town thoroughfares whose primary function is to link districts within the City and to distribute traffic from and to the freeways." Second, Third, Fourth, and King Streets are Neighborhood Commercial Pedestrian Streets. The Embarcadero (Route 5), Second Street (Route 11), Third Street (Route 5), and King Street (Route 5) are designated as Citywide Bicycle Routes in the Transportation Element. King Street and The Embarcadero have separate bicycle lanes, while the other bicycle routes are Class III routes, meaning bicyclists and motorists share the roadway width. All major intersections in

¹⁵ Wilbur Smith Associates, *639 & 699 Second Street Transportation Study*, January 31, 2001. This report is available for review at the San Francisco Planning Department as part of Project File No. 99.423E.

the vicinity of the project site are traffic signal controlled; minor intersections, including Colin P. Kelly Jr. Street at Brannan and at Townsend Streets, typically have stop signs only on the minor streets.

The Embarcadero has three continuous lanes in each direction between Howard Street and Broadway and two lanes in each direction south of Howard Street. An exclusive rail right-of-way for the MUNI Metro exists from Folsom to King Streets. On-street parking is restricted during peak period. Brannan Street has two travel lanes in each direction with on-street unmetered and metered parking. Second, Third, and Fourth Streets have four travel lanes and on-street metered and unmetered parking on both sides of the street. King Street has four lanes and parking on both sides of the street as well as MUNI Metro tracks within an exclusive median. King Street serves as a boulevard connecting The Embarcadero and the I-280 on- and off-ramps at Fifth Street. Townsend Street has one lane in each direction between the Embarcadero and Second Street and between Fourth and Eighth Streets, and two lanes between Second and Fourth Streets. In the vicinity of the project site, Townsend Street has two-hour unmetered parking and yellow loading zones on both sides of the street. Colin P. Kelly Jr. Street is a north-south alleyway that connects Townsend and Brannan Streets, approximately 300 feet to the east of Second Street. Colin P. Kelly Jr. Street has two lanes and on-street parking on both sides of the street.

The nearest eastbound on-ramp to the San Francisco-Oakland Bay Bridge is at Sterling Street, off Bryant Street to the east of Second Street. During the weekday p.m. peak period, the on-ramp allows only trucks and high-occupancy vehicles with three or more persons. The ramp, which merges from two lanes to one before merging with bridge traffic, is fed by traffic in both directions on Bryant Street.

Currently, stops for approximately five MUNI bus or rail lines are in the vicinity of the project site. The nearest BART station is located at the Montgomery Street station on Market Street, about one mile north of the project site. AC Transit, SamTrans, and Golden Gate Transit busses are accessible at the Transbay Transit Terminal approximately one mile from the site (a 15 minute walk); multiple MUNI bus lines connect the block on which the site is located to the Transbay Terminal. Caltrain is located at the Fourth/Townsend depot, two blocks to the west of the project site.

Surveys of existing public off-street parking capacity and occupancy were taken in the area bounded by Bryant Street to the north, Beale/Delancy Streets to the east, Fourth Street to the west, and China Basin Channel to the south. There are approximately 883 parking spaces available to the general public within the study area, with mid-afternoon weekday occupancy levels at about 85 percent. On-street parking in the project area is generally fully occupied.

Based on field observations during the midday and p.m. peak periods, sidewalk and crosswalk conditions were both observed to be operating at free-flow conditions, with pedestrians moving at normal walking speeds and with freedom to bypass other pedestrians. It should be noted that there are sidewalk bulbs at the northeast and southeast corners of the intersection of Second and Townsend Streets, providing additional space for pedestrians and making it easier for pedestrians to cross Townsend Street.

IMPACTS

SIGNIFICANCE CRITERIA

City policy has been that a project is considered to have a significant effect on the environment if it would cause a signalized intersection to deteriorate to an unacceptable level (i.e., from LOS D or better to LOS E or F),¹⁶ interfere with existing transportation systems causing substantial alteration to circulation patterns or causing major traffic hazards, or contribute substantially to cumulative traffic increases that cause intersections that would otherwise operate at acceptable levels to deteriorate to unacceptable levels. The City has not formally adopted significance criteria for potential impacts related to transit, but City policy has been that a project would have a significant effect if it would cause a substantial increase in transit demand that cannot be accommodated by existing or proposed transit capacity, resulting in unacceptable levels of transit service.

Regarding parking, San Francisco General Plan policies emphasize the importance of public transit use and discourage the provision of facilities that encourage automobile use. Therefore, the creation of or increase in parking demand resulting from a proposed project that cannot be met by existing or proposed parking facilities would not itself be considered a significant effect. The City has not adopted significance criteria for pedestrian or bicycle impacts. For this analysis, the project would have a significant effect if it were to result in substantial pedestrian overcrowding, create hazardous conditions for pedestrians or bicyclists, or otherwise substantially interfere with pedestrian and bicycle accessibility. Generally, construction-period transportation impacts would not be considered significant because they would be temporary.

IMPACT ANALYSIS

Project-specific impacts are described here, as are projected cumulative impacts for the year 2015, based on analysis for the Mission Bay Final SEIR.¹⁷

Travel Demand Analysis

The project would generate about 3,201 person trips per day, with a total of about 351 net new person trips during the p.m. peak hour, of which about 70 would be vehicle trips,¹⁸ 111 would be transit trips,

¹⁶ Traffic operations are characterized using a p.m. peak-hour level of service (LOS) analysis, which provides a standardized means of rating an intersection's operating characteristics on the basis of traffic volumes, intersection capacity and delays. LOS A represents free-flow conditions, with little or no delay, while LOS F represents congested conditions, with extremely long delays; LOS D (moderately high delays) is considered the lowest acceptable level in San Francisco.

¹⁷ *Mission Bay Final Supplemental EIR*, (Case No. 96.771E). This report is available for review at the Planning Department, 1660 Mission Street.

¹⁸ The 70 vehicle trips represent 131 person-trips by vehicle; the number of vehicle trips is less than the number of person trips by vehicle because some person trips are made in vehicles carrying more than one person.

and the remaining 109 trips would be walking trips or by other modes such as bicycle, motorcycle and taxi.¹⁹

Traffic Impacts

Four of the seven signalized study intersections studied (Third/Townsend, Second/Townsend, The Embarcadero/Townsend, Second/King) currently operate at LOS C or better service levels during the p.m. peak hour. Two intersections (Second/Brannan, Third/King) operate at LOS D, which is considered the lowest acceptable level of service. The remaining intersection (Second/Bryant) operates at an unacceptable LOS F. With the addition of project traffic, most of the intersections would experience relatively minor increases in delay, and none would decline in level of service. The Second/Bryant intersection would continue to operate at an unacceptable LOS F, as under existing conditions. Because the proposed project would not cause an intersection to deteriorate to an unacceptable level of service, no significant impact would occur.

Existing conditions at the Sterling Street eastbound on-ramp to the Bay Bridge were observed to be variable, depending on incidents on the freeway or major events in San Francisco. The proposed project would add an estimated six vehicle trips to the on-ramp, a very small amount of traffic that would be undetectable to other drivers and that would not substantially affect traffic conditions in the area.

In June 1999, the San Francisco Planning Department conducted an *Interim Year* analysis and assessed the combined effect of a number of development projects on the traffic, transit and parking conditions within the China Basin/South Beach area.²⁰ The analysis included projects that were undergoing environmental review at that time, plus other projects that were approved or under construction. Overall, it was determined that the combination of these development projects would not substantially affect the transportation system, and that the future traffic, transit and parking conditions would be within the range predicted by the Mission Bay Subsequent EIR (Certified September 17, 1998) for 2015 cumulative conditions. Although additional development projects have been proposed within the study area since June of 1999, including the proposed project, it is anticipated that the inclusion of traffic, transit and parking demand generated by these projects would not considerably change the conclusion of the *Interim Year* analysis.

Under longer-range cumulative (2015) traffic conditions, with anticipated future development in the area, including the construction of Mission Bay, intersection levels of service would deteriorate beyond the existing conditions-plus-project scenario. By 2015, conditions at two intersections (Third/Townsend and Second/King) would decline from LOS C to LOS D, remaining acceptable. Conditions at four intersections (Second/Brannan, Second/Townsend, The Embarcadero/Townsend, and Third/King) would deteriorate to unacceptable levels of service (LOS E or F). The intersection of Second/Bryant would

¹⁹ Travel demand for the proposed project was calculated on the basis of trip generation rates, and p.m. peak-hour percentage of daily traffic, for office, restaurant, and residential uses presented in the San Francisco Planning Department, *Interim Transportation Impact Analysis Guidelines for Environmental Review*, January 2000. Of the 70 vehicle trips in the p.m. peak hour, 639 Second Street would generate 25 vehicle trips, and 699 Second Street would generate 45 vehicle trips.

²⁰ San Francisco Planning Department, *China Basin/South Beach Area Interim Year Transportation Analysis*, June 1999.

continue to operate at an unacceptable LOS F. The proposed project's contribution to conditions at the Second/Bryant intersection is estimated to be 0.5%, and thus would not be considerable. Therefore, the project would not result in a significant impact related to traffic.

Transit

The proposed project would generate approximately 111 p.m. peak-hour transit trips. Of these trips, more than half (about 60) would be on MUNI, and would be dispersed over five MUNI routes that serve the project area. Project transit ridership would incrementally increase p.m. peak-period capacity utilization²¹ on the four MUNI screenlines (which are imaginary lines drawn around the greater downtown area for purposes of analyzing MUNI ridership by corridor). However, the increase would represent less than 1 percent of the capacity of each screenline, and would not be significant. Capacity utilization for all screenlines would remain similar to those under existing conditions. All screenlines and sub-corridors, with the exception of the Mission Street Corridor, would continue to operate below the MUNI standard of 100 percent capacity utilization. Under existing conditions, the Mission Street Corridor has a capacity utilization of 101%. The proposed project would add about 5 transit trips to this corridor, an incremental and de minimis contribution. The proposed project would be subject to the Transit Impact Development Fee, a one-time fee assessed against projects to offset increased capital costs to MUNI to provide additional capacity to serve the increased demand from new development.

Project ridership on regional carriers would total about 44 (some riders would also take MUNI), with about 66 percent traveling to the East Bay, 11 percent to the North Bay, and 23 percent to the South Bay. Project transit trips would not measurably affect p.m. peak-period capacity utilization on BART service to the East Bay or Peninsula, AC Transit, Golden Gate Transit, SamTrans, Caltrain, or ferry service. Capacity utilization for all regional screenlines would remain the same as under existing conditions. With the exception of BART to the East Bay, none of the regional carriers' capacity utilization standards would be exceeded with project transit trips. BART to the East Bay would operate at over 120 percent of capacity during the weekday p.m. peak hour, with the proposed project contributing 24 transit trips to this corridor. However, the three-hour capacity utilization would be 112 percent, slightly less than the standard of 115 percent.

By 2015, absent increased MUNI service, overall p.m. peak-hour ridership across the four MUNI screenlines would increase to 105 percent of capacity. Ridership at three of the screenlines would exceed 100 percent of capacity, with the southwest screenline the most crowded, at 119 percent. Only the northeast screenline, at 78 percent, would have adequate capacity.

By 2015, absent service expansion, both AC Transit and East Bay BART service would operate at well over 100 percent of capacity. Assuming that BART implements current plans to increase transbay service from 18 trains per hour to 27 trains per hour by 2006, p.m. peak-hour capacity would increase by

²¹ Capacity utilization is the aggregate number of passengers divided by the aggregate design capacity of the transit vehicles, and may include varying numbers of standees, depending on the transit carrier.

50 percent, and BART would have more than adequate capacity to accommodate the increase in ridership.²²

Because of the relatively limited effect of the proposed project in the context of long-range cumulative growth, the conditions in the 2015 cumulative scenario would occur with or without the proposed project. The proposed project would have a minimal contribution to cumulative transit ridership and would therefore not have a considerable effect. Therefore, the project would not have a significant impact on transit services and capacity.

Parking

The proposed project would provide about 212 new off-street parking stalls (112 spaces at 639 (635) Second Street and 100 spaces at 699 Second Street) and would exceed the Planning Code requirement of 151 off-street spaces (67 required spaces at 639 (635) Second Street and 84 required spaces at 699 Second Street), resulting in a total surplus of 61 spaces. The project's four spaces for disabled-accessible parking and six bicycle parking spaces would meet the Code requirements.

Parking access to the proposed two-level subterranean garage at 639 (635) Second Street would be via an exterior driveway ramp at Second Street, running alongside the northern portion of the building. Parking access to the 699 Second Street three-level garage would be via a garage entrance/exit at Townsend Street. The project would create parking demand for about 143 parking spaces, of which 69 spaces would be at the 639 (635) Second Street building and 74 spaces would be at the 699 Second Street building. As stated above, the proposed project would include approximately 212 parking spaces, which would exceed the proposed project's estimated parking demand.

Loading

No off-street loading spaces are proposed for either the 639 (635) Second Street or 699 Second Street buildings. Under Planning Code Section 152, the proposed project would not be required to provide any off-street loading spaces for the proposed office, retail/restaurant, or residential uses.

The project would generate a demand for 2.1 loading spaces during an average loading hour and 2.6 loading spaces during the peak loading hour. As such, the proposed project would not meet the estimated loading demand. It is anticipated that a majority of the loading/service vehicles would consist of small trucks and vans. At this time, the operations of the proposed retail/restaurant space have not been determined, including the identification of loading/unloading facilities or the potential operation of a valet service. However, there would be the potential for drivers to double-park in front of the proposed project along Second or Townsend Streets, to load/unload goods or passengers. Vehicles travelling on either roadway would be required to bypass double-parked vehicles, which could be accomplished as sufficient street width exists. While such activity is inconvenient and undesirable, it is likely to be

²² Future capacity increases for East Bay BART service are identified in the *1996 BART Short-Range Transit Plan*, as described in the *Mission Bay Final Supplemental EIR* (Case No. 96.771E), p. V.E.86. This report is available for review at the San Francisco Planning Department, 1660 Mission Street.

infrequent and would not result in a significant environmental effect. Nonetheless, to improve conditions, the project sponsor could request the establishment of a yellow loading zone along both the Second Street and Townsend Street frontages. Additionally, to accommodate the potential demand for pick-ups and drop-offs for the restaurant component of the proposed project, the project sponsor could request the establishment of a white passenger loading zone along the Townsend Street frontage. These potential loading zones, which would need to be coordinated with and approved by the Department of Parking and Traffic, would require the removal of about four on-street unmetered parking spaces.

Pedestrian and Bicycle Conditions

The primary pedestrian access for the proposed project would be on Second Street and on Townsend Street. Overall, the proposed project would add about 182 pedestrian trips (72 walk/other trips plus 111 transit trips) to adjacent and nearby streets. The additional project-related pedestrian trips would not substantially affect the current sidewalk conditions along Second or Townsend Streets. As these sidewalks currently have relatively low pedestrian volumes, pedestrian conditions would continue to remain acceptable.

There are designated Citywide Bicycle Routes in the project vicinity (on The Embarcadero, Second, and Third Streets). The proposed project would result in an increase in bicycle activity in the area and some portion of the 72 p.m. peak-hour “walk/other” trips would be new bicycle trips to the area. Increases in this activity and projected increases in vehicle traffic in the vicinity would not be substantial enough to result in crowded or hazardous conditions for bicycle travel in the area.

While the proposed project would result in additional vehicular traffic entering or exiting driveways on Second Street and on Townsend Street, no substantial conflicts between these vehicles and pedestrians or bicyclists have been identified.

Construction Impacts

During the projected 12-month construction period, temporary and intermittent traffic and transit impacts would result from truck movements to and from the project site. Construction-related activities would typically occur Monday through Friday from 6:30 a.m. to 4:30 p.m. It is anticipated that periodic work could occur on Saturdays, but no work is anticipated to occur on Sundays or holidays. Primarily, there would be six construction phases: Phase 1, demolition and excavation; Phase 2, footings and foundation; Phase 3, structure; Phase 4, façade and exterior finishes; Phase 5, roofing and roof-top equipment; and Phase 6, interior work, including architectural, mechanical, and electrical components.

Construction staging would occur primarily within the existing building and within the 20-foot wide area north of the proposed 639 (635) Second Street building, which would become the driveway for that building. Staging on Second Street and Townsend Street would be minimal, only to occur on an as-needed basis in a manner consistent with traffic management strategies established in consultation with City staff.

The sidewalks on Second and Townsend Streets would be closed temporarily for sidewalk reconstruction. During utility work and the replacement of sidewalks, the adjacent parking lane along Townsend and Second Streets would be closed for temporary pedestrian routing. Since the construction of the proposed project could overlap with the San Francisco Giants baseball season at nearby Pacific Bell Park, pedestrian clearance to the maximum extent feasible would be maintained. It is not anticipated that any traffic lanes would need to be closed during construction. However, if it is determined that temporary traffic lane closures would be needed, the closures would be coordinated with the City. In general, lane and sidewalk closures are subject to review and approval by the Department of Public Works (DPW) and the Interdepartmental Staff Committee on Traffic and Transportation (ISCOTT). The project sponsor would meet with MUNI, DPT, and other responsible agencies to coordinate construction activities so as to minimize construction impacts on vehicular and pedestrian traffic. During construction of the Second Street façade, it might be necessary to temporarily relocate the MUNI 42-Downtown Loop bus stop, which would be coordinated with MUNI's Street Operation/Special Events office.

During the construction period, there would be a flow of construction-related trucks into and out of the site. The impact of construction truck traffic would be a temporary lessening of the capacities of streets due to the slower movement and larger turning radii of trucks, affecting both traffic and MUNI operations. There would be an average of one to four construction-related trucks per day.

The construction contractor is required to submit the proposed truck haul routes to DPT for approval prior to construction. At this time, it is anticipated that a majority of the construction-related truck traffic would use I-280 (from the Peninsula), I-80 (from the East Bay) and Third Street (from San Francisco). For access from I-280, trucks would be routed to the site via the King Street off-ramp to Second Street, and would return to I-280 via Second Street to the King Street on-ramp. For access from I-80, trucks would be routed to the site via the Harrison Street off-ramp to Second Street, and would return to I-80 via Second Street and the on-ramp at Sterling Street. For access to the site from Third Street, trucks would be routed from Third Street to Townsend Street and Second Street, and would return via Second Street to King Street to Third Street.

Truck movements during periods of peak traffic flow would have greater potential to create conflicts than during non-peak hours because of the greater numbers of vehicles on the streets during the peak hour that would have to maneuver around queued trucks; these effects could be reduced by the project sponsor requiring construction truck traffic to be restricted to non-peak hours, as approved by the Department of Parking and Traffic (DPT).

On average, there would be between 15 and 40 construction workers per day at the project site. While trip distribution and mode split data are not available for construction workers, the addition of worker-related vehicle or transit trips is not expected to substantially affect transportation conditions, as both the local traffic and transit network generally have available capacity. Parking of construction workers' vehicles would temporarily increase occupancy levels in off-street parking lots, either by those

vehicles or by vehicles currently parking in on-street spaces that would be displaced by construction workers' vehicles. The project sponsor has indicated that the construction contractor currently has some parking spaces available at a nearby site (at Colin P. Kelly and Brannan Streets) that would be used by construction workers of the proposed project. During the final four months of construction, the proposed project could accommodate construction worker parking at the project site.

Construction of a number of other development projects in the area is expected to occur within a similar time period, and therefore cumulative, temporary transportation-related effects could result during construction. Nearby projects include the on-going development of Mission Bay, the retrofit of the superstructure of the western span of the Bay Bridge, and a number of other development projects in the vicinity. Prior to the start of construction, the individual project sponsors would work with the various departments of the City and County of San Francisco to develop a detailed plan that would address traffic control and pedestrian movements on specific streets. In order to minimize conflicts between construction traffic and peak period traffic, the construction activities for all projects should be scheduled to avoid the morning and evening commute periods. As indicated above, the project sponsor would meet with MUNI, DPT and other responsible City agencies to coordinate construction activities and to minimize construction impacts on vehicular and pedestrian traffic.

Because construction activities and their effects would be temporary, such effects would not be considered significant.

Game-Day Impacts

The Pacific Bell Park, the new home of the San Francisco Giants professional baseball team, recently opened in April of 2000. The ballpark is located about one block south of the project site. Transportation impacts due to ballpark events are most severe prior to games and after the conclusion of games. During evening games, ballpark-related traffic could coincide with the peak evening commute period. The results of a cumulative analysis²³ that included assumptions about Mission Bay growth indicated that patrons traveling to and from a sold-out or high attendance ballgame (or other event) would contribute to substantial congestion on local streets and on MUNI routes between the ballpark parking areas and regional transportation systems before and after a game or event.

In the vicinity of the project site, additional congestion from ballpark-related traffic may make it somewhat more difficult for visitors and employees to access the site on game-days. This area also experiences additional traffic from detour routes during events. The Giants currently provide about 5,000 parking spaces on lands owned by the Port of San Francisco and Catellus Development Corporation. Parking demand resulting from ballgames or other events could range from 8,500 to 10,500 spaces.

At this time, the project sponsor has not determined if game-day parking would be permitted at the project site. If game-day parking is provided, there would be the potential for conflicts between game-

²³ *San Francisco Giants Ballpark at China Basin EIR*, certified June 1997.

related traffic and regular commuter vehicles parked within the garage. The most conflicts would occur on the weekday night games, as game-related traffic would be entering the garage at the same time the commuter vehicles would be exiting.

These effects created by Pacific Bell Park would make travel to and from the project site more difficult, as well as exacerbate the on- and off-street parking situation. However, given the limited number of game days in a given year²⁴ and the limited duration of impacts, these effects would not be considered significant.

In summary, the proposed project would not result in a significant impact on traffic, transit, circulation or parking.

D. GROWTH INDUCEMENT

In general, a project would be considered growth-inducing if its implementation would result in substantial population increases and/or new development that might not occur if the project were not approved and implemented. The proposed project, as an infill development consisting of office and residential uses in an urbanized area replacing existing uses, would not be expected to substantially alter development patterns in the South of Market neighborhood or elsewhere in San Francisco. The total floor area would be approximately 105,800 gross square feet, excluding parking and residential uses. This change would not generate substantial population growth or concentration in the neighborhood, city or region. The proposed project would introduce a small number of additional residential units into the project area or neighborhood. Located in an urban area, the proposed project would not necessitate or induce the extension of municipal infrastructure. In view of the above, there is no reason to believe that the proposed project would result in additional development in the project site vicinity that would not otherwise occur.

²⁴ In the 2000 season, approximately 12 games were scheduled on weekday afternoons, and about 40 games were scheduled to begin weekday evenings.

CHAPTER IV

MITIGATION MEASURES PROPOSED TO MINIMIZE THE POTENTIAL ADVERSE IMPACTS OF THE PROJECT

In the course of project planning and design, measures have been identified that would reduce or eliminate potential significant environmental impacts of the proposed project. Some of these measures have been, or would be, voluntarily adopted by the project sponsor or project architect and contractor and thus are proposed; some are under consideration. Implementation of some may be the responsibility of other agencies. Measures under consideration or those that may have been rejected by the project sponsor may be required by the Planning Commission as conditions of project approval, if the proposed project is approved. Each mitigation measure and its status are discussed below.

There are several items required by law that would serve to mitigate potential significant impacts; they are summarized here for informational purposes. These measures include: no use of mirrored glass on the building to reduce glare, per City Planning Commission Resolution 9212; limitation of construction-related noise levels, pursuant to the San Francisco Noise Ordinance (Article 29 of the San Francisco Police Code, 1972); compliance with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint; and observance of State and Federal OSHA safety requirements related to handling and disposal of other hazardous materials, such as asbestos.

Measures that are not required by legislation but would serve to mitigate significant environmental impacts appear below. Measures preceded by an asterisk (*) are from the Initial Study (see Appendix A).

HISTORIC ARCHITECTURAL RESOURCES

The following measure would reduce but not eliminate significant effects related to alteration of the 699 Second Street building.

MEASURE IDENTIFIED BY THIS EIR

- Prior to alteration of the 699 Second Street building, the project sponsor would employ an architectural historian to document the building and its history in greater detail than has been done to date. Additionally, the project sponsor would employ a qualified labor historian to document the role of the building during the 1934 Waterfront and General Strikes, and the evolving history of warehouse work and workers as physically recorded by this building. The project sponsor would submit that documentation, along with photographs of the building and full Historic American Building Survey (HABS) documentation, Level I or II, including drawings of the building, to the Secretary of the Landmarks Preservation Advisory Board, the History Room of the San Francisco Public Library (Main Library), the Northwest Information Center, the California Historical

Society, and the Historic American Building Survey (HABS) and Historic American Engineering Record (HAER) collection of the Library of Congress.

CULTURAL RESOURCES MEASURE PROPOSED AS PART OF THE PROJECT

- *• Given the location and magnitude of excavation proposed, and the possibility that archaeological resources would be encountered on the project site, the sponsor has agreed to retain the services of an archaeologist. The archaeologist would first determine, in conjunction with the Environmental Review Officer (ERO), whether he/she should instruct all excavation and foundation crews on the project site of the potential for discovery of archaeological resources, and the procedures to be followed if such resources are uncovered.

The archaeologist would then design and carry out a program of on-site monitoring of all ground disturbing activities, during which he/she would record observations in a permanent log. The monitoring program, whether or not there are finds of significance, would result in a written report to be submitted first and directly to the ERO, with a copy to the project sponsor. During the monitoring program, the project sponsor would designate one individual on site as his/her representative. This representative would have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources should they be encountered.

Should evidence of cultural resources of potential significance be found during the monitoring program, the archaeologist would immediately notify the ERO, and the project sponsor would halt any activities which the archaeologist and the ERO jointly determine could damage such cultural resources. Ground disturbing activities which might damage cultural resources would be suspended for a total maximum of four weeks over the course of construction.

After notifying the ERO, the archaeologist would prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsor, which would contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO would recommend specific additional mitigation measures to be implemented by the project sponsor. These additional mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, preservation, and recovery of cultural material.

Finally, the archaeologist would prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration and/or recovery program was conducted.

Copies of all draft reports prepared according to this mitigation measure would be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report(s) would be sent by the archaeologist directly to the President of the Landmarks Preservation Advisory Board and the Northwest Information Center of the California Historical Resources Information System at Sonoma State University. Three copies of the final archaeology report(s) shall be submitted to the Office of Environmental Review, accompanied by copies of the transmittals documenting its distribution to the President of the Landmarks Preservation Advisory Board and the Northwest Information Center.

CONSTRUCTION AIR QUALITY

MEASURE PROPOSED AS PART OF THE PROJECT

- *• The project sponsor would require the contractor(s) to sprinkle demolition sites with water during demolition, excavation and construction activity twice per day; sprinkle unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material being hauled on trucks; and sweep surrounding streets during demolition and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose.

These measures also would reduce demolition-related impacts regarding lead paint chips/lead dust. The project sponsor would also be required to comply with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint.

HAZARDOUS MATERIALS

MEASURE PROPOSED AS PART OF THE PROJECT

- *• The project sponsor would ensure that building surveys for asbestos, PCB-containing equipment (including elevator equipment), hydraulic oils, fluorescent lights, and lead-based paint are performed prior to the start of demolition. Any hazardous materials so discovered would be abated according to federal, state, and local laws and regulations.

No additional mitigation measures are identified. Please see Alternative B, p. 56 in Chapter VI for discussion of alternatives to the proposed project that would reduce or eliminate the potentially significant effect on historic architectural resources.

CHAPTER V

SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED

In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Sections 15040, 15081 and 15082 of the State CEQA Guidelines, the purpose of this chapter is to identify impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the proposed project, or by other mitigation measures that could be implemented, as described in Chapter IV, Mitigation Measures, pp. 51-53.

This chapter is subject to final determination by the Planning Commission as part of its certification process for the EIR.

Due to the proposed alterations of and addition to the existing 699 Second Street building, the proposed project would result in unavoidable significant adverse effects upon this historic architectural resource.

With the implementation of the mitigation measures outlined in Chapter IV, Mitigation Measures, pp. 51-53, all other impacts would be reduced to a less-than-significant level.

Whether or not the proposed project is approved, traffic volumes, loading activity, and demands on transit and parking in the site vicinity are projected to increase. Cumulative increases in traffic congestion may in turn cause cumulative increases in criteria air pollutants and a degradation of air quality. However, the proposed project's incremental contribution to these potential cumulative effects would be negligible.

CHAPTER VI

ALTERNATIVES TO THE PROPOSED PROJECT

This chapter identifies alternatives to the proposed project and discusses environmental impacts associated with each alternative. Project decision-makers could adopt any of the following alternatives, if feasible, instead of approving the proposed project.

A. ALTERNATIVE A: NO PROJECT

This alternative would entail no change to the site, which would remain in its existing condition. The proposed 639 (635) Second Street building would not be constructed, and the proposed addition to 699 Second Street would not occur.

This alternative would not result in the immediate alteration of the 699 Second Street building, a structure determined eligible for the National Register of Historic Places and California Register of Historical Resources, and therefore a historical resource under CEQA. This alternative would avoid the substantial alteration and significant impairment of the 699 Second Street building that would occur with the proposed project. Effects on the South End Historic District would be non-significant, as with the proposed project.

This alternative would not result in any increase in travel to and from the project site, thus avoiding traffic-related effects of the proposed project. This alternative would not result in effects associated with hazardous materials located on the project site or visual quality effects associated with the construction of the new office/residential building at 639 (635) Second Street and office addition to 699 Second Street. This alternative would also not cause any of the other impacts associated with the proposed project as described in the Initial Study, such as those related to the non-significant increase in shadow and an incremental increase in emissions of criteria air pollutants.

The 699 Second Street building, which contains approximately 23,000 square feet of space, is partially occupied by offices and a ground floor retail space that is currently vacant. Additionally, it is a Risk Level 3 UMB and must be seismically retrofitted by February 15, 2004.²⁵ Seismic retrofit and remodeling of the building to accommodate other tenants would result in temporary construction impacts, such as noise, dust and construction traffic, although such impacts would be less than with the proposed project. Full re-occupancy of this building would generate incrementally greater traffic and air

²⁵ The San Francisco Department of Building Inspection (DBI) has compiled a list of approximately 2,070 unreinforced masonry buildings (UMBs) in the City. The UMB ordinance requires that these buildings be seismically strengthened by a deadline that is based on the "risk level" to which each building is assigned.

pollutant emissions, compared to existing conditions, but less than the proposed project. This alternative would not meet the project sponsor's objectives.

B. ALTERNATIVE B: REDUCED OFFICE AND PARKING ALTERNATIVE

This alternative would involve construction of the building at 639 (635) Second Street with the same general configuration of uses (parking, office, and residential) as the proposed project. The existing building at 699 Second Street would not be expanded. Instead, 699 Second Street would be minimally altered consistent with the Secretary of the Interior's Standards for Rehabilitation, receive a seismic retrofit, and be converted to office, but would not include any off-street parking. As such, this alternative would preserve to the greatest extent possible the building's historic appearance.

This alternative, consisting of two floors of office space within the confines of the existing building, would result in approximately 29,000 square feet of office space, 42 percent less office space than the proposed 699 Second Street project. A floor would be inserted in the existing building to accommodate the additional office space. The roof trusses would remain. A recessed entry on the northern end of the Second Street façade and an entrance at the center of the Townsend Street façade, similar to the proposed project, would be created. However, this alternative would not include storefront windows. The existing pedestrian entrance at the corner of Second and Townsend Street and the existing vehicle entrance on Townsend Street would remain unchanged.

As this alternative would involve only minimal alteration of the 699 Second Street building consistent with the Secretary of the Interior's Standards for Rehabilitation, this alternative would result in no significant effects upon historic architectural resources, compared to the significant adverse effects upon such resources associated with the proposed project. Effects upon the South End Historic District would be non-significant, as with the proposed project.

The impacts associated with this alternative would be proportionally reduced in relationship to the proposed project with regard to traffic generation and traffic-related emissions of criteria air pollutants. Because this alternative would not include off-street parking at the 699 Second Street building, reduced vehicle traffic generated by this alternative would also be more dispersed, as compared to the proposed project, as vehicles would park elsewhere in the vicinity instead of at the 699 Second Street building. Construction related noise and air quality effects of this alternative would be somewhat reduced compared to those associated with the proposed project, since the 699 Second Street would not involve an expansion of the building envelope. Reduced development at the 699 Second Street site would mean a lessening of visual quality effects, and such effects would not be significant, as with the proposed project. Effects associated with hazardous materials would be the same as those of the proposed project. As with the proposed project, effects related to shadow and wind would be less than significant. This alternative would not meet the project sponsor's objective of providing a total of about 99,900 gross square feet of additional office space.

CHAPTER VII

DEIR DISTRIBUTION LIST

FEDERAL AND STATE AGENCIES

Northwest Information Center
California Archaeological Inventory
Department of Anthropology
Sonoma State University
Rohnert Park, CA 94928
Attn: Christian Gerike

State Office of Intergovernmental
Management (15 copies)
State Clearinghouse
1400 Tenth Street, Room 121
P.O. Box 3044
Sacramento, CA 95814

Office of Historic Preservation
California Department of Parks and
Recreation
P.O. Box 942896
Sacramento, CA 94296-0001
Attn: Knox Mellon, SHPO

California Department of Transportation
Ofc. of Transportation Planning – B
P.O. Box 23660
Oakland, CA 94623-0660
Attn: Nandini Shridhar

REGIONAL AGENCIES

Association of Bay Area Governments
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Oakland, CA 94604-2050
Attn: Suzan Ryder

Association of Bay Area Governments
101 8th Street
Oakland, CA 94607
Attn: Jean Pedersen

Regional Water Quality Control Board
San Francisco Bay Region
1515 Clay St., Suite 1400
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Metropolitan Transp. Commission
101 Eighth Street
Oakland, CA 94612
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San Francisco, CA 94103
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Anita Theoharis, President
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Department of Building Inspection
1660 Mission Street
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Hetch Hetchy Water & Power
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Public Utilities Commission
1155 Market Street
San Francisco, CA 94102
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Recreation & Park Department
McLaren Lodge, Golden Gate Park
Fell and Stanyan Streets
San Francisco, CA 94117
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Police Department
Planning Division, Hall of Justice
850 Bryant Street, Room 500
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Bureau of Street Use and Mapping
875 Stevenson Street, Room 465
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Traffic Engineering Division
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425 Mason Street, 4th Floor
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Division of Planning & Research
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San Francisco, CA 94107
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San Francisco Real Estate Department
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San Francisco, CA 94104
Attn: W. Stiefvater, L. Farrell

Damon Raiké & Co.
100 Pine Street, Suite 1800
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Yerba Buena Consortium
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Attn: Carolyn Dee

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Attn: Richard A. Judd

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San Francisco, CA 94105

Valerie Hersey
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San Francisco, CA 94111

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San Francisco, CA 94111
Attn: Sheryl Bratton

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Attn: Jan Vargo

Legal Assistance to the Elderly
Brent Kato
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Attn: James C. DeVoy

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San Francisco, CA 94109

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345 California Street
San Francisco, CA 94104
Attn: Jacob Herber

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San Francisco, CA 94110
Attn: Regina Sneed

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San Francisco, CA 94104
Attn: Dale Carleson

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San Francisco, CA 94109

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Attn: Marie Zeller

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Attn: Marilyn L. Siems

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50 Francisco Street
San Francisco, CA 94133
Attn: Gloria Root

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Coblentz, Patch, Duffy & Bass
222 Kearny Street, 7th Floor
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Oakland, CA 94610
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Rockefeller & Assoc. Realty L.P.
Four Embarcadero, Suite 2600
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369 Pine Street, Suite 360
San Francisco, CA 94104-3302
Attn: Thomas N. Foster

S.F. Bldg. & Constr. Trades
Council
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San Francisco, CA 94124-2527
Attn: Stanley Smith

San Francisco Chamber of
Commerce
465 California Street
San Francisco, CA 94104

San Francisco Conv. & Visitors
Bureau
201 - 3rd Street, Suite 900
San Francisco, CA 94103
Attn: John Marks, Exec. Director

San Francisco Labor Council
1188 Franklin Street, #203
San Francisco, CA 94109
Attn: Walter Johnson

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San Francisco, CA 94111

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Sierra Club
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San Francisco, CA 94105-3441

Sedway Group
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San Francisco, CA 94111

Shartsis Freise & Ginsburg
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Attn: Dave Kremer

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Attn: John Kriken

Solem & Associates
550 Kearny Street
San Francisco, CA 94108
Attn: Jim Ross, Dir. Of Public
Affairs and Political Campaigns

Square One Productions
1736 Stockton Street, Studio 7
San Francisco, CA 94133
Attn: Hartmut Gerdes

Steefel, Levitt & Weiss
199 - 1st Street
San Francisco, CA 94105
Attn: Robert S. Tandler

Sustainable San Francisco
P.O. Box 460236
San Francisco, CA 94146

Tenants & Owners Development
Corp.
230 - Fourth Street
San Francisco, CA 94103
Attn: John Elberling

Jerry Tone
Montgomery Capital Corp.
244 California St.
San Francisco, CA 94111

UCSF Capital Planning Department
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San Francisco, CA 94122
Attn: Bob Rhine

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Organizations
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Eunice Willette
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Bethea Wilson & Associates
Art In Architecture
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San Francisco, CA 94115

Jim Berk
SOMPAC Land Use Committee
Chair
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San Francisco, CA 94107

Ralph House
St. Paul of the Shipwreck
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San Francisco, CA 94124

Gerry Markert
 Founder
 NFRD (Neighbors for Respon.
 Develop)
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 San Francisco, CA 94107

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 President
 South of Market Neighborhood
 Assn.
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 San Francisco, CA 94107

Coordinator
 Yerba Buena & So. Mkt
 Consortium
 109 Minna Street, Ste. #75
 San Francisco, CA 94105

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 South Park Improvement
 Association
 115 South Park
 San Francisco, CA 94107

Jack Davis
 Executive Director
 South of Market Cultural Center
 (SOMAR)
 934 Brannan Street
 San Francisco, CA 94103

Ann Grogan
 Executive Coordinator
 So. Market Project Action Comm.
 1035 Folsom Street
 San Francisco, CA 94107

Robert Jacobvitz
 Executive Director
 American Institute of Architects
 130 Sutter Street, Suite 600
 San Francisco, CA 94104

MEDIA

Associated Press
 1390 Market Street, Suite 318
 San Francisco, CA 94102
 Attn: Bill Shiffman

Leland S. Meyerzone
 KPOO - FM
 P.O. Box 6149
 San Francisco, CA 94101

San Francisco Bay Guardian
 520 Hampshire Street
 San Francisco, CA 94110
 Attn: Gabe Roth, City Editor

San Francisco Business Times
 275 Battery Street, Suite 940
 San Francisco, CA 94111
 Attn: Real Estate Editor

San Francisco Chronicle
 Attn: City Desk
 925 Mission Street
 San Francisco, CA 94103
 San Francisco Examiner
 P.O. Box 7260
 San Francisco, CA 94120
 Attn: Gerald Adams

City Editor
 San Francisco Independent
 1201 Evans Avenue
 San Francisco, CA 94124

The Sun Reporter
 1791 Bancroft Ave.
 San Francisco, CA 94124-2644

Tenderloin Times
 146 Leavenworth Street
 San Francisco, CA 94102
 Attn: Rob Waters

NEIGHBORING PROPERTY OWNERS AND OCCUPANTS

Tenants and other property owners in the project area, approximately 344 parties, were sent notices of availability of the Draft EIR and Draft EIR public hearing. A complete copy of the distribution listing is available at the Planning Department, as part of File No. 99.423E.

CHAPTER VIII

SUMMARY OF COMMENTS AND RESPONSES

	<u>Page</u>
A. INTRODUCTION	C&R.1
B. LIST OF PERSONS COMMENTING	C&R.2
C. WRITTEN COMMENTS AND RESPONSES	C&R.3
A. K. Thorne for Leigh Jordan, Coordinator, California Historical Resources Information System	C&R.4
B. James D. Lowé, Transit Planner, San Francisco Public Transportation Department (MUNI)	C&R.6
C. Tim Kelley, President, Landmarks Preservation Advisory Board	C&R.9
D. Daniel F. Reidy	C&R.13
E. Peter Alcantara and Adrienne Alcantara	C&R.20
D. PUBLIC HEARING COMMENTS AND RESPONSES	C&R.22
E. STAFF-INITIATED TEXT CHANGES	C&R.23

SECTION A

INTRODUCTION

This document contains public comments received on the Draft Environmental Impact Report (Draft EIR, or DEIR) prepared for the proposed project at 639 & 699 Second Street, and responses to those comments. Also included in this document are staff-initiated text changes.

Following this introduction, Section B contains a list of all persons and organizations who submitted written comments on the Draft EIR and who testified at the public hearing on the Draft EIR held on May 10, 2001.

Sections C and D contain the comments and responses. Comments are grouped by commenter to allow commenters to easily find the responses to their comment(s). As the subject matter of one comment may overlap that of others, the reader may be referred to a prior response.

Section C contains comment letters received during the public review period from April 14 to May 29, 2001, and the responses to each comment. Each substantive comment on the EIR is labeled with a number in the margin and the response to each comment is presented immediately after the letter containing that comment.

Section D briefly discusses the public hearing on the Draft EIR. There were no public comments at the Draft EIR hearing. A transcript of the proceedings is available from the Planning Department as part the project file under Case Number 99.423E.

Some comments do not pertain to physical environmental issues, but responses are included to provide additional information for use by decision makers.

Section E contains text changes to the Draft EIR made by the EIR preparers subsequent to publication of the Draft EIR to correct or clarify information presented in the DEIR.

These comments and responses will be incorporated into the Final EIR as a new chapter. Text changes resulting from comments and responses will also be incorporated in the Final EIR, as indicated in the responses.

SECTION B

LIST OF PERSONS COMMENTING

Written Comments

State Agency

K. Thorne for Leigh Jordan, Coordinator, California Historical Resources Information System, letter, May 1, 2001

Local Agencies

James D. Lowé, Transit Planner, San Francisco Public Transportation Department (MUNI), letter, April 25, 2001

Tim Kelley, President, Landmarks Preservation Advisory Board, letter, May 29, 2001

Organizations and Individuals

Daniel F. Reidy, letter, May 29, 2001

Peter Alcantara and Adrienne Alcantara, letter, May 11, 2001

Public Hearing Comments, May 10, 2001

None

SECTION C

WRITTEN COMMENTS AND RESPONSES ---

This chapter includes copies of the comment letters received during the public review period on the Draft EIR and responses to those comments. Each substantive comment on the Draft EIR is labeled with a number in the margin and the response to each comment is presented immediately after the letter containing that comment. Where responses have resulted in changes to the text of the Draft EIR, these changes will also appear in the Final EIR.



May 1, 2001

RECEIVED

File # 01-SF-39E

MAY - 2 2001

Mr. Paul Maltzer
Environmental Review Officer
Planning Department
City and County of San Francisco
1660 Mission Street, 5th Floor
San Francisco, Ca. 94103-2414

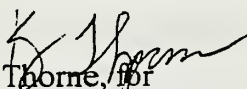
CITY & COUNTY OF S.F.
DEPT. OF CITY PLANNING
ADMINISTRATION

Re: Request for the Final Environmental Impact Report for the 639 & 699 Second Street Project (Case No. 99.423E)

Dear Mr. Maltzer;

A - 1 | Thank you for including the Northwest Information Center in the environmental review process for the 639 & 699 Second Street project. This office has no further comment on the above mentioned project.

We appreciate your continued concern for protecting our historical heritage.


K. Thorne, for
Leigh Jordan, M.A.
Coordinator

LETTER A – CALIFORNIA HISTORICAL RESOURCES INFORMATION SYSTEM

- A-1) The comment indicates that the commenter is satisfied with the Draft EIR; no response is required.



San Francisco Public Transportation Department

949 Presidio Avenue, San Francisco, CA 94115 415.673.6864



MEMORANDUM

RECEIVED

MAY 08 2001

PLANNING DEPT



To: Paul Maltzer, Environmental Review Officer

Through: Peter Straus, Mgr. of Service Planning

From: James D. Lowé, Transit Planner

Subject: 699 - Second Street; 1999.423E

Date: 25 April '01

B - 1

The San Francisco Municipal Railway Service Planning staff have no further comments regarding the 699 - Second Street Hotel project. I have enclosed a copy of our original comments that are still applicable.

enclosure

cc: L Mancini, Deputy GM
S. Nickerson, TIDF Coordinator
JDL, SP Chron

JDL:A10.669Second2.EIR



Attachment



MEMORANDUM

To: Rick Cooper, Major Environmental Assessment
Through: Peter Straus, Mgr. of Service Planning
From: James D. Lowé, Transit Planner
Subject: 699 Second Street; 1999.423E
Date: 30 May '00

The San Francisco Municipal Railway Service Planning staff have the following comments regarding the new four-story office/retail building proposed at 699 Second Street.

<u>Page</u>	<u>Comment</u>
P. 2-6	2.3 Transit Network – I should note that by the time this project is constructed Muni would have implemented the "SOMA Action Plan" that redistributes many transit lines in the area of the project. See attached.
P. 4-3	4.1.2 Transit Impacts – Muni utilizes a cumulative approach whereby 63 passengers equate to one standard coach of service demand, with the system assumed at capacity absent demonstration to the contrary by line. Cumulatively, 131 new p.m. peak riders equate to 2.07 coaches of demand. We do assume some portion of this new ridership will walk to such regional transit operators such as CalTrain, however, most will use Muni. We do note that the project is subject to the Transit Impact Development Fee (TIDF) and this would mitigate most of the impacts.
P. 4-6	4.1.7 Construction Impacts – Any lane closures should be coordinated with Muni's Street Operations/Special Events office at 554-9286.

Attachment

cc: W Streeter, Acting Deputy GM
PS, JDL, SP Chron

**LETTER B – SAN FRANCISCO PUBLIC TRANSPORTATION DEPARTMENT
(MUNI)**

- B-1) The points raised in the memo dated May 30, 2000, attached to the commenter's letter, were addressed as part of the transportation study for the proposed project, a background report incorporated by reference within the EIR. Regarding transit impacts, in particular, the EIR estimates that the project would generate approximately 111 p.m. peak-hour transit trips, of which about 60 would be MUNI trips. Over the course of the peak hour, those MUNI trips would be dispersed over five MUNI routes that serve the project area. With the exception of the Mission Street Corridor, MUNI would continue to operate within 100% of capacity with these additional trips. The proposed project would add about five transit trips to the Mission Street Corridor, which currently operates at about 101% of capacity. The five transit trips would be within the daily fluctuation of ridership, and would constitute a de minimis contribution to effects on this Corridor, as environmental conditions on the Corridor would essentially be the same with or without the five transit trips. Therefore, the EIR concluded that no significant effects on transit would occur.



LANDMARKS PRESERVATION ADVISORY BOARD

1660 MISSION STREET, 5TH FLOOR, SAN FRANCISCO, CA 94103-2414

TEL. (415) 558-6345 • FAX. (415) 558-6409

May 29, 2001



RECEIVED

Paul Maltzer
Environmental Review Officer
San Francisco Planning Department
1660 Mission Street, Suite 500
San Francisco, CA 94102

MAY 29 2001
CITY & COUNTY OF S.F.
DEPT. OF CITY PLANNING
ADMINISTRATION

Dear Mr. Maltzer:

After reviewing the Draft Environmental Impact Report (DEIR) for the proposed project at 639-699 Second Street, I offer the remarks below for your consideration. Due to unfortunate scheduling difficulties, the Landmarks Preservation Advisory Board (Landmarks Board) as a body was not able to review the report prior to the end of the comment period on May 29, 2001. Consequently, these remarks should be understood to be my personal opinions, not necessarily those of the Landmarks Board.

- C - 1 | 1. The DEIR seems thorough and accurate in its consideration of Historic and Architectural Resources. I agree that both the existing building at 699 Second Street and the South End Historic District are historic resources.
- C - 2 | 2. I agree that the proposed project would create a significant negative impact on the building at 699 Second street.
- C - 3 | 3. Regarding the DEIR's conclusion that the proposed project would not have a significant effect on the South End Historic District, I would note that National Register Bulletin 15, is generally intended to govern the initial assessment of a proposed historic district, not subsequent alterations within an established district.

- C - 4 | Although this project affects only one of 50 contributory buildings in the district, it can be assumed that the economic considerations driving it also apply to the majority of the other 49, and that if this project were built it would tend to encourage the construction of similar projects. This, in turn, would impose increasing pressure on the owners of unaltered properties in the district to alter their properties before the critical point of overall loss of district integrity was reached. This should be taken into account in assessing potential cumulative impacts.

C - 5

4. The proposed mitigation measure identified by the DEIR to reduce but not eliminate effects related to alteration of the 699 Second Street building (p51), should be clarified to include submission and approval of full Historic American Building Survey (HABS) documentation, Level I or II, to the National Park Service, and to the HABS/HAER collection of the Library of Congress.
5. Additional mitigation measures to reduce but not eliminate effects related to alteration of the 699 Second Street building should include employment of a qualified labor historian to document the role of the building during the 1934 Waterfront and General Strikes, and the evolving history of warehouse work and workers as physically recorded by this building.

Again, I found the DEIR to contain an excellent, straightforward discussion of the project's impacts on historic and archeological resources. In that regard, it seems one of the best reports in recent times. Thank you for your consideration of these remarks.

Sincerely,



Tim Kelley, President
Landmarks Preservation Advisory Board

TK/ag

c: Landmarks Board Members

**LETTER C – TIM KELLEY, PRESIDENT, LANDMARKS PRESERVATION
ADVISORY BOARD**

- C-1) The comment indicates that the commenter is satisfied with the identification of the 699 Second Street building and the South End Historic District as historical resources; no response is required.
- C-2) The comment indicates agreement as to the identified significant impact on the building at 699 Second Street; no response is required.
- C-3) The comment regarding the intention of National Register Bulletin 15 is noted. The EIR references the National Register Bulletin 15 for informational purposes only, and such reference was not intended to imply that National Register Bulletin 15 alone should be used to evaluate the proposed project's effect on the South End Historic District.
- C-4) The following information will be added after the "South End Historic District" section, under a new heading of "Cumulative Effects":

CEQA Guidelines Section 15355(b) defines cumulative impacts from several projects as being "the change in the environment which results from the incremental impact of the project when added to other closely related past, present, and reasonably foreseeable probable future projects."

While there are a number of newly constructed or proposed developments just outside of the South End District, such as Pacific Bell Park, the One Embarcadero South residential project just south of the project site, and a number of office and mixed-use buildings on King and Townsend Streets, there are very few new developments within the South End Historic District that would contribute to cumulative effects on the historical significance of the District. Recent past projects within the South End Historic District include a vertical addition to 680 Second Street that is not readily visible from Second Street. A recent proposal for a new 105-foot-tall office project at 144 King Street, about one block southwest of the project site, is undergoing environmental review. There are no other projects involving substantial additions in the South End Historic District that are presently under consideration. Additionally there are no probable future projects within the South End Historic District of which the Planning Department is aware.

The cumulative effect of the above projects on the historical significance of the South End Historic District would be limited. The 680 Second Street vertical addition is sufficiently set back from the primary building façade along Second Street and is only nominally visible. The introduction of modern structures to the area would incrementally change the character of the area in the immediate vicinity of the 144 King

Street project and the proposed project at 639 (635) and 699 Second Street. However, the broader District, which, based on a visual survey as discussed above, remains largely intact, would not be adversely affected by the relatively limited effects at Second and Townsend Streets and in the vicinity of 144 King Street.

The notion that the proposed project would “tend to encourage the construction of similar projects” cannot be reliably determined and must be supported by factual evidence if such a conclusion is to be made in the EIR. As no such evidence exists, the assertion is speculative. Further, the existing building at 699 Second Street is only one of a few one-story warehouse structures that are contributing elements in the South End Historic District. As such, the potential for other “similar” projects in the district would be limited. Given the heights of other contributory structures in the District, generally ranging from two to six stories, and the height limit within the District (predominantly 50 feet, although the 40-X and 105-F height and bulk district encompass several parcels), potential additions to other contributory buildings would tend to be more moderate in size, relative to the sizes of existing buildings in the District.

As stated above, only closely related past, present and reasonably foreseeable probable future projects may be taken into account when assessing cumulative impacts, and the EIR adequately considers other projects. If and when other future alteration, new construction, or demolition proposals are made in the District, they would be subject to evaluation for project-specific and cumulative effects on the South End Historic District as part of the environmental review process.

- C-5) The comments are acknowledged. The mitigation measure identified by the EIR to reduce but not eliminate effects on the 699 Second Street building (Draft EIR, pages 6 and 51) will be modified as follows (new language is underlined; deleted language is indicated with ~~strikethrough~~):

Prior to alteration of the 699 Second Street building, the project sponsor ~~w~~ould employ an architectural historian to document the building and its history in greater detail than has been done to date. Additionally, the project sponsor would employ a qualified labor historian to document the role of the building during the 1934 Waterfront and General Strikes, and the evolving history of warehouse work and workers as physically recorded by this building. The project sponsor would submit that documentation, along with photographs of the building and ~~modified-format-full~~ Historic American Building Survey (HABS) documentation, Level I or II, including drawings of the building, to the Secretary of the Landmarks Preservation Advisory Board, the History Room of the San Francisco Public Library (Main Library), the Northwest Information Center, ~~and the~~ California Historical Society, and the Historic American Building Survey (HABS) and Historic American Engineering Record (HAER) collection of the Library of Congress.

RECEIVED
MAY 31 2001
PLANNING DEPT

LAW OFFICES
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May 29, 2001

Paul Maltzer
Environmental Review Officer
San Francisco Planning Department
1660 Mission Street, Suite 500
San Francisco, California 94102

By Facsimile to: (415) 558-5991

**RE: Draft Environmental Impact Report (DEIR) for
639 & 699 Second Street, San Francisco:
San Francisco Planning Department File No. 99.423E**

Dear Mr. Maltzer:

This letter is a set of comments on this Draft EIR for the 639 & 699 Second Street project. I am writing this on my own, since the Landmarks Board did not have a public hearing scheduled on this document as is usually done for a DEIR on a project such as this one with significant impacts on historic resources, and as a Landmarks Commissioner I usually make my comments in that forum for forwarding to your office and to the Planning Commission.

Overview

The DEIR is generally well written, with a good outline and analysis of issues involving potential impacts on historic resources. The document includes a brief history of the building and a description and analysis of important visual elements of its exterior. The document also includes a clear but brief overview of the South End Historic District.

Impacts on the Building as an Historic Resource

I agree with the analysis on pages 37-40 concluding that the proposed project would result in an alteration of the building such that its historic significance would be significantly impaired. The rendering on p. 39 dramatically demonstrates that the project would make the historic existing building virtually disappear, and that the "new" would overwhelm the "old."

San Francisco Environmental Review Officer
Comments on DEIR for 639 & 699 Second Street
May 29, 2001
Page 2

Impacts on South End Historic District

D - 2

This section of the DEIR on pp. 40-41 does not present an adequate analysis to back up the conclusion that the proposed project would not have a significant impact upon the South End Historic District. The numeric analysis (only 1 of 50 Contributory Buildings) and only 2 of 74 parcels) gives short shrift to vital qualitative factors, such as the prominent corner location at Second and Townsend Streets and the size of these adjacent parcels compared to many smaller sized ones in the District. This type of numeric analysis would allow alterations and demolitions in the South End Historic District to proceed on a piecemeal basis, marching along lot by lot, each one only being one or 2 parcels out of 74, until the South End Historic District no longer retains its once historic character.

D - 3

This DEIR lacks a cumulative impacts analysis, which is crucial to a proper evaluation of the impacts on the South End Historic District and to other nearby historic resources. How many other projects involving historic resources have been recently approved for alteration or demolition, and how many are in the pipeline? How many properties nearby have been altered? The photos on pages 32 and 34 are very illuminating about the relatively new buildings in the immediate area. What is the reasonable "tip point" of change when the South End Historic District no longer has the look and feel of an historic district? Not only is this a potentially serious deficiency under CEQA, but the City would benefit from such a

Alteration-Inducing Impacts

D - 4

While the DEIR on p. 50 asserts that the proposed project "would not be expected to substantially alter development patterns in the South of Market neighborhood...", in my view the DEIR should address the topic of "Alteration-Inducing Impacts." When a prominent corner like Second and Townsend has an approved project which allows a substantial alteration of an historic resource and the change of a low-rise warehouse into a highly massed mid-rise office tower, this can be expected to induce other property owners in the South End Historic District to consider altering their older low-rise buildings to achieve maximum buildable space on their parcels through buildings designed so the "new" not only is differentiated from but virtually wipes out the "old."

Mitigation Measures

D - 5

The mitigation measure of employing "an architectural historian to document the building and its history in greater detail than has been done to date" raises the obvious question of why this

San Francisco Environmental Review Officer
Comments on DEIR for 639 & 699 Second Street
May 29, 2001
Page 3

D - 5 | was not done as part of this DEIR, since a transportation consultant was hired to assist ESA on
Cont. | the only other significant environmental issue: the traffic impacts.. The brief two paragraph
D - 6 | history of the building on pages 30-31 tantalizingly raises the issue of the first structure in San
| Francisco into which railroad cars could run without any further discussion of railroad use over
| the years. Also, this brief history of the building does not include any history of the persons or
| trades that worked in the building over the years, a defect which could be addressed by employing
| a labor historian as a mitigation measure.

Conclusion

In summary, it seems clear that this DEIR needs further work before it is certified as final under CEQA.

I would appreciate a copy of the Response to Comments.

Sincerely,



DANIEL F. REIDY

cc: Commissioners on the San Francisco Landmarks Preservation Advisory Board

LETTER D – DANIEL F. REIDY

- D-1) The comment indicates agreement as to the identified significant impact on the building at 699 Second Street; no response is required.
- D-2) The EIR authors acknowledge the validity of the comment. In considering whether the proposed project would have a significant impact upon the South End Historic District, the EIR authors considered the following:

CEQA Section 21084.1, which states that “a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment.”

Public Resources Code Section 5020.1, which defines “substantial adverse change” as “demolition, relocation or alteration such that the significance of an historical resource would be impaired.”

CEQA Guidelines Section 15064.5(b)(2), which states that the significance of a historical resource is materially impaired when a project “demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for inclusion” on an historical resource list.

Based on the above, which are cited on page 37 of the Draft EIR, the EIR authors considered whether the proposed project would alter in an adverse manner those physical characteristics of the South End Historic District that convey its historical significance and that justify the District’s identification as an historical resource.

As a starting point, the EIR authors considered the degree to which the South End Historic District had been modified since its adoption, and whether the District as a whole still retains its integrity. A visual survey was conducted that compared existing Contributory and Contributory-Altered buildings to photographic documentation of these buildings at the time the District was adopted. The results of this survey found that, while various structures had been modified over time, many alterations involving the installation of storefront windows, signage, fenestration changes, and in some cases vertical additions, the South End Historic District as a whole remains largely in tact since the time of its adoption.

The commenter is correct in stating that the project site is located on a prominent corner at Second and Townsend Streets, and that the analysis would benefit from qualitative descriptions of the impacts on the South End Historic District. The EIR will be modified to discuss these impacts qualitatively as well as quantitatively. Specifically, with the proposed project, the

character in the immediate vicinity of Second and Townsend Streets would change somewhat from its current industrial feeling to that of a more modern, intensively developed area. The existing low-rise masonry structure at 699 Second Street and vacant parking lot at 639 (635) Second Street currently allow persons to experience this corner in the context of other low- and mid-rise buildings in the District constructed predominantly of exposed brick and other masonry. The proposed contemporary addition to 699 Second Street, with more glazing than is typically seen on Contributory structures elsewhere in the District, would alter such character. The change in the character of the area would be tempered, however, by the very large One Embarcadero South residential project immediately to the south of the project site across Townsend Street, which is outside of the Historic District.

The size of each of the project parcels (about 18,906 square feet each) falls within the mid-range of the sizes of other lots in the District (ranging from about 2,012 square feet to 75,625 square feet). This would not change with the proposed project, as the two lots would not be combined. The parcels and the proposed structures on them would remain divided.

Although the character in the immediate vicinity of Second and Townsend Streets would change, the broader District, which, based on the visual survey described above, remains largely intact, would not be adversely affected by the limited effects at Second and Townsend Streets. The District as a whole would continue to retain its integrity, and the physical characteristics that convey the District's significance would continue to justify the South End Historic District as a historical resource.

In acknowledgement of the commenter's remarks, the text below will be added to the "Setting" section, after the first paragraph on page 29:

Contributory and Contributory-Altered structures in their current condition were visually surveyed and compared to photographic documentation of the same buildings at the time of adoption of the South End Historic District. The visual survey found that no Contributory or Contributory-Altered buildings had been demolished. Most buildings were in the same condition generally as at the time of adoption of the Historic District, with the exception of alterations such as new signage, storefront windows, window treatments, awnings, light fixtures, gates, door openings and other fenestration changes. New buildings were observed on three sites that had been vacant at the time of adoption of the Historic District. One one-story vertical addition and one two-story vertical addition were observed on two sites. On several properties, some façade elements were removed. Overall, the South End Historic District remains largely in tact since its adoption, and maintains the characteristics that convey its historical significance and that justify its inclusion in, or eligibility for inclusion on, a historical resource list.

The last paragraph on page 40 would be modified as follows:

The proposed 699 Second Street building would retain the Second and Townsend Street facades, provide additional fenestration, and include a three story modern addition. The Landmarks Preservation Advisory Board ~~would~~will review the proposal for the 639 (635) and 699 Second Street sites for compatibility with the South End Historic District, and provide advice to the Planning Commission regarding the Certificate of Appropriateness.

With the proposed project, the character in the immediate vicinity of this prominent corner of Second and Townsend Streets would change somewhat from its current industrial feeling to that of a more modern, intensively developed area. The existing low-rise masonry structure at 699 Second Street and vacant parking lot at 639 (635) Second Street currently allow persons to experience this corner in the context of other low- and mid-rise buildings in the District constructed of exposed brick and other masonry. The proposed contemporary addition to 699 Second Street, with more glazing than is typically seen on Contributory structures elsewhere in the District, would alter such character. The change in the character of the area would be tempered, however, by the new and very large One Embarcadero South residential project immediately to the south of the project site across Townsend Street, which is outside of the Historic District.

Although the character in the immediate vicinity of Second and Townsend Streets would change, the broader District, which, based on a visual survey, remains largely intact, would not be adversely affected by the limited effects at Second and Townsend Streets. The proposed project would affect two of the 74 parcels within the South End Historic District, and one out of 50 Contributory buildings in the district. Because the historic district contains many intact buildings that define the district's character, construction on the two project sites in the manner proposed, even if found incompatible with the District, would not result in a change to the historic district such that the characteristics that make the district historically significant would be substantially impaired or lost. The majority of character-defining elements within the district would still remain. The District as a whole would continue to retain its integrity, and the physical characteristics that convey the District's significance would continue to justify the South End Historic District as a historical resource. As such, the proposed project would not have a significant impact upon the South End Historic District.

- D-3) Please see Response C-4 on page C&R.11 regarding cumulative effects and the additional text to be included in the EIR. By its very nature, evaluation of effects on historical resources are somewhat subjective, as would a determination regarding a reasonable "tip point" of change. Nonetheless, it is clear, based upon the visual survey regarding the current condition of the South End Historic District, and based upon the few sites on which substantive architectural changes

have recently been or are currently proposed, that the “tip point” has not yet been reached. As discussed, future proposed projects subject to environmental review would undergo such an evaluation, individually and cumulatively, at the time they are proposed. Any environmental analysis required at that future time would need to evaluate and assess the potential adverse cumulative impacts from other past, present and reasonably anticipated projects, at that time.

- D-4) Please see Response C-4 on page C&R.11 regarding cumulative effects and the additional text to be included in the EIR. The potential for the proposed project to induce other property owners to construct similar additions within the South End Historic District cannot be reliably determined and would be speculative. CEQA requires consideration of reasonably foreseeable probable future projects in the analysis of cumulative effects, and only one such probable future project (144 King Street) has been identified. If and when any projects are proposed within the South End Historic District in the future, the environmental analysis required at that time would need to evaluate and assess the potential adverse cumulative impacts from other past, present and reasonably anticipated projects.
- D-5) An EIR is required to provide sufficient information for decision-makers to understand generally the significant effects of a project, to identify possible ways to minimize the significant effects, and to discuss and analyze a reasonable range of alternatives to a project. With respect to the proposed project, the EIR authors had sufficient available information regarding the proposed project, the building at 699 Second Street, and the South End Historic District to evaluate whether the proposed project would have a significant effect on historical resources. Therefore, preparation of an in-depth historical resources report was unnecessary. The historical information provided in the EIR is from a variety of sources commonly used in the research of historical resources, and while by no means exhaustive, the information is more than adequate to allow for a reasoned determination of the significance of historical resource impacts.
- D-6) Please see Response C-5 on page C&R.12. The referenced mitigation measure has been modified to include the retention of a labor historian.

RECEIVED

MAY 24 2001
PLANNING DEPT

Peter & Adrienne Alcantara
650 Second Street #305
San Francisco, CA 94107

May 11, 2001



Planning Department
City and County of San Francisco
1660 Mission Street, Suite 5000
San Francisco, CA 94103-2414

Attn: Rick Cooper and Paul Maltzer

Re: 639 & 699 Second Street Case Number 1999.423E
Hearing Date- Thursday, May 10, 2001

E - 1 | The draft Environmental Impact Report for the above referenced project appears to include all of the criteria required by the original Notice of Preparation.

E - 2 | Based on the information included in the report, there is a very strong case to argue that the Planning Department should not approve the project as proposed. The specific issues are the project height, mass, and sensitivity to the historic structure. The draft EIR provides only three alternatives, build the proposed addition, remodel the historic building, or do nothing. None of these options appear viable.

E - 3 | A preferable solution for the property at 699 Second Street is a smaller one story addition, set back from the original, utilizing forms and materials more sensitive to the modest proportions of the historic structure. This option should be included in the final EIR.

Sincerely,

Peter Alcantara
Adrienne Alcantara

Cc: 650 Second Street Association

LETTER E – PETER ALCANTARA AND ADRIENNE ALCANTARA

- E-1) The comment indicates that the Draft EIR appears to include required elements discussed in the Notice of Preparation; no response is necessary.
- E-2) The commenter's opposition to the proposed project, given the issues of height, mass, and sensitivity to a historic structure, is noted. This concern will be referred to and considered by the Landmarks Preservation Advisory Board and the Planning Commission in consideration of whether to approve the proposed project.
- E-3) CEQA Guidelines Section 15126.6(a) states that "An EIR need not consider every conceivable alternative to a project. Rather it must consider a reasonable range of potentially feasible alternatives that will foster informed decision-making and public participation." CEQA Section 15126.6(f) states "The range of alternatives required in an EIR is governed by the 'rule of reason' that requires the EIR to set forth only those alternatives necessary to permit a reasoned choice. The alternatives shall be limited to ones that would avoid or substantially lessen any of the significant effects of the project. Of those alternatives, the EIR need examine in detail only the ones that the lead agency determines could feasibly attain most of the basic objectives of the project."

The EIR provides a No Project Alternative and a Reduced Office and Parking Alternative, both of which would eliminate the significant effect on a historical resource that would result from the proposed project. With the examination of these alternatives and the proposed project, the EIR provides a reasonable range of feasible alternatives and covers the potential range of impacts that would occur.

SECTION D

PUBLIC HEARING COMMENTS AND RESPONSES

This chapter briefly discusses the public hearing on the Draft EIR. There were no comments at the Draft EIR hearing, either by members of the public or by the Planning Commission. Therefore, no responses are necessary. A transcript of the proceedings is available from the Planning Department as part the project file under Case Number 99.423E.

SECTION E

STAFF-INITIATED TEXT CHANGES

On the Cover, the Draft EIR Public Comment Period should be as identified as April 14 – May 29, 2001, rather than simply indicating the ending date of the comment period of May 29, 2001.

The State Clearinghouse number will be added to the Cover.

The headers in Chapter III, EIR pages 23 - 25 contain an error and should be revised to indicate “A. Land Use” as the topic of discussion on those pages.

The heading on EIR page 27, “Historical Architectural Resources” should be preceded by a letter “B.”

On EIR page 36, in the first paragraph under the heading “Historic Architectural Significance,” the words “(see Appendix C)” should be deleted, as no Appendix C exists in the EIR.

On EIR page 40, under the heading “South End Historic District,” the following sentence refers to an earlier version of a design of the proposed project, is no longer applicable, and should be deleted: “The arched roof would appear as two curved ‘wings’ that meet along a sunken spine at the center.”

CHAPTER IX

APPENDICES

APPENDIX A: Initial Study

APPENDIX B: South End Historic District

APPENDIX A

INITIAL STUDY

**NOTICE THAT AN
ENVIRONMENTAL IMPACT REPORT
IS DETERMINED TO BE REQUIRED**

Date of this Notice: December 16, 2000

Lead Agency: City and County of San Francisco, Planning Department
1660 Mission Street, 5th Floor, San Francisco, CA 94103

Agency Contact Person: Rick Cooper **Telephone:** (415) 558-5974

Project Title: 99.423E:
639 & 699 Second Street

Project Sponsor: Rosenberg SOMA
Investments III, LLC

Contact Person: Jared Eigerman,
Reuben & Alter

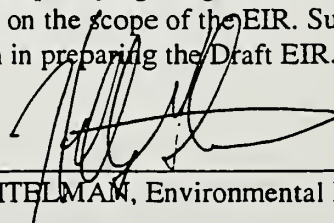
Contact Phone #: (415) 567-9000

Project Address: 639 & 699 Second Street
Assessor's Block and Lot: Block 3789, Lots 5 and 4, respectively
City and County: San Francisco

Project Description: The project sponsor, Rosenberg SOMA Investments III, LLC, proposes to renovate the existing two-story-over-basement building at 699 Second Street, convert the building from its industrial/warehouse designation to office and retail/restaurant use, construct a three-story addition containing office use, and add two levels of underground parking. The resulting five-story structure would be approximately 50 feet tall, and contain approximately 49,950 gross square feet (gsf) of office, about 6,550 gsf of retail/restaurant, and about 100 off-street parking spaces. The 18,906 square-foot corner lot (Lot 4 of Assessor's Block 3789) is on a block bordered by Townsend Street to the south, Second Street to the west, Brannan Street to the north, and Colin P. Kelly Jr. Street to the east. The corner parcel has frontages on Townsend and Second Streets and is one block from Pacific Bell Park. The existing building has been determined eligible for the *National Register of Historic Places* and is a contributory element to the South End Historic District, a district included in Article 10 of the City Planning Code. Adjacent to the north on what is now a surface parking lot at 639 Second Street, the project sponsor would construct a new, separate building consisting of a five-story (plus mezzanine) structure that would include approximately 49,950 gsf of office space, ten live/work units, and about 112 off-street parking spaces. The parcel (Lot 5 of Assessor's Block 3789) is 18,893 square feet, and has frontage on Second Street. Both lots comprising the project site are within an SSO (Service/Secondary Office) District and an interim control Mixed Use Housing Zoning District. In total, both buildings would create approximately 99,900 gsf of office space, 6,550 gsf of retail/restaurant space, ten live/work units, and 212 parking spaces. No off-street freight loading spaces are proposed.

THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AND AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED. This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Sections 15063 (Initial Study), 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance), and the following reasons, as documented in the Initial Study for the project, which is attached.

Deadline for Filing an Appeal to the Planning Commission of this Determination that an EIR is required is December 26, 2000. An appeal requires: 1) a letter specifying the grounds for appeal, and 2) a \$209.00 filing fee. The public is invited to comment on the scope of the EIR. Such comments must be received by January 15, 2001 to ensure consideration in preparing the Draft EIR.


HILLARY E. GITELMAN, Environmental Review Officer

639 & 699 SECOND STREET
INITIAL STUDY
99.423E

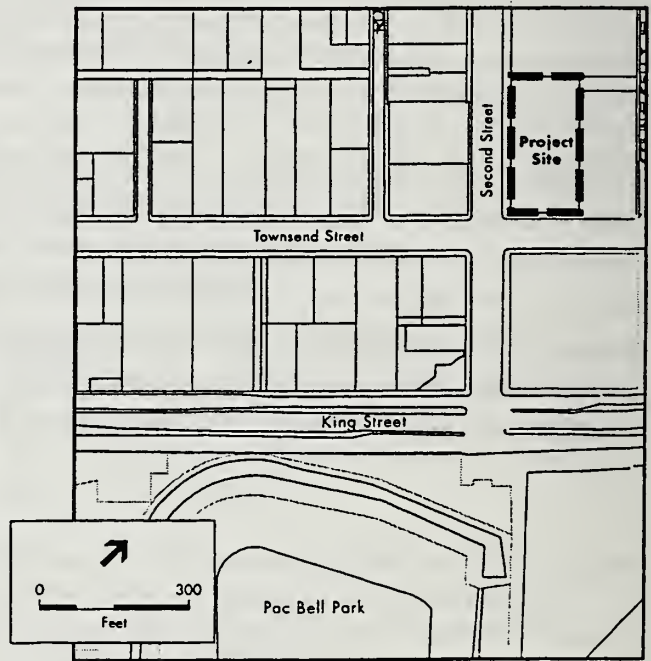
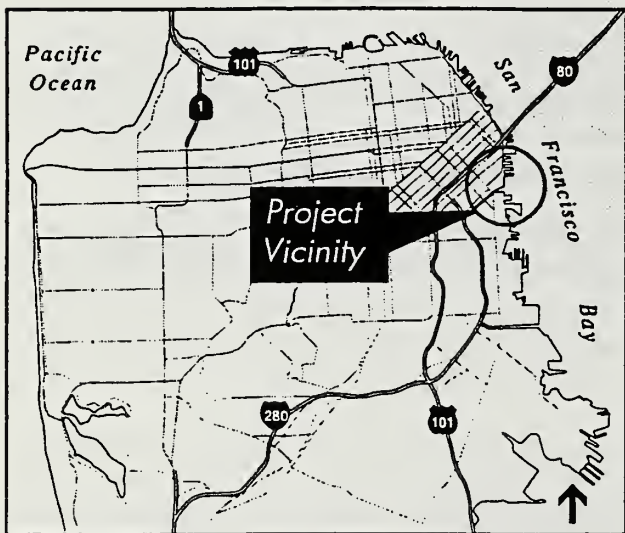
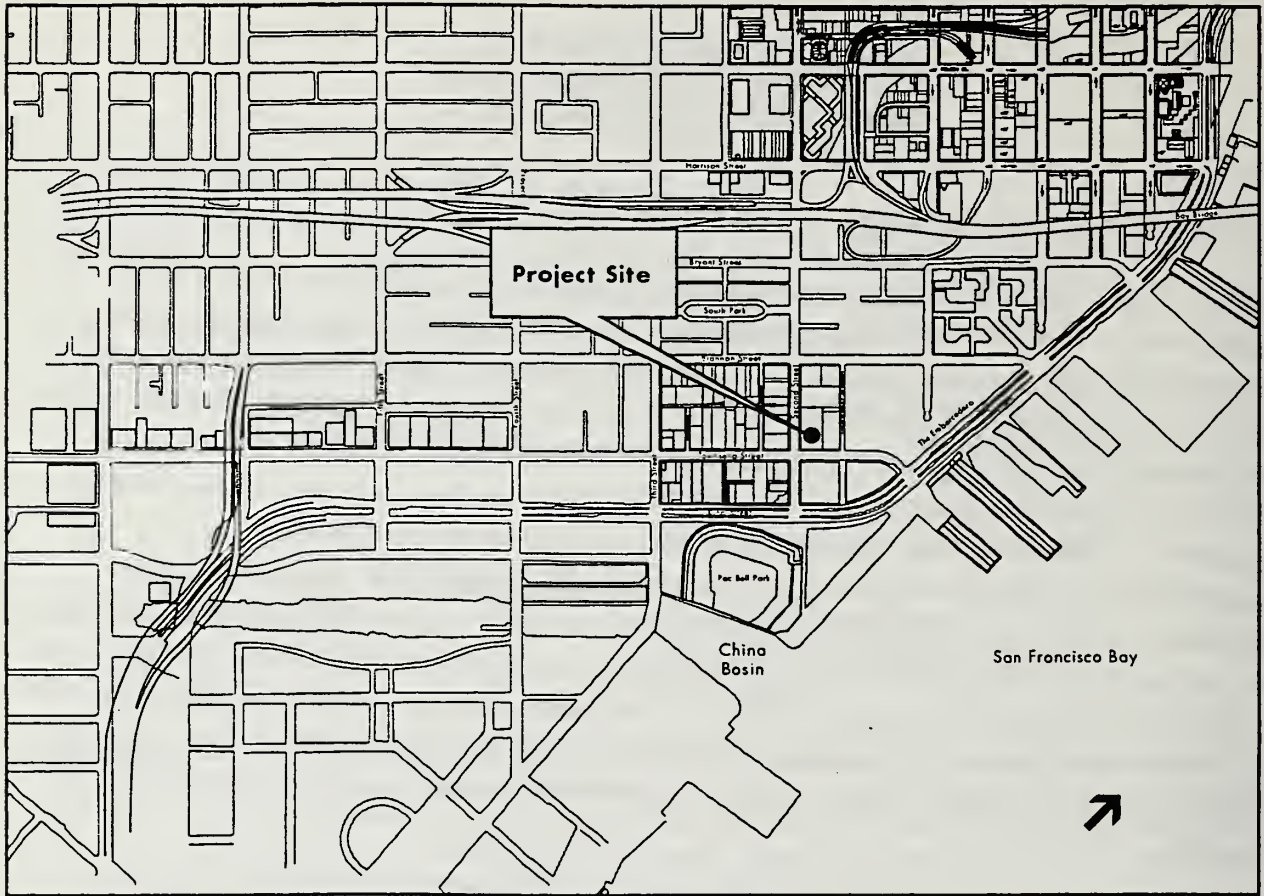
I. PROJECT DESCRIPTION

This project site is located in the South of Market (SoMa) neighborhood of San Francisco in an SSO (Service/Secondary Office) District (see Figure 1). The proposed project involves demolition of the interior and rear walls, and renovation of the facades of the existing two-story building located at 699 Second Street, construction of a three-story addition, and conversion of the building to office and retail/restaurant use.²⁶ The structure would have about 49,950 gross square feet (gsf) of office space, 6,550 gsf of retail/restaurant space, and about 100 parking spaces on three levels (two levels would be underground). The proposed project would also include construction of a new five-story (plus mezzanine) structure on the lot immediately to the north, at 639 Second Street, that would include approximately 49,950 gsf of office space on levels one through four, ten live/work units on the fifth floor level, and about 112 parking spaces on two underground levels. In total, the proposed project would provide about 99,900 gsf of office space, 6,550 gsf of retail/restaurant space, ten live/work units, and 112 parking spaces (see Figures 2-7 for proposed project site plan, floor plans, sections and elevations). 699 Second Street would be about 50 feet tall, while the new building at 639 Second Street would be about 55 feet tall.

The project site is located at the intersection of Second and Townsend Streets on a block bordered by Townsend Street to the south, Second Street to the west, Brannan Street to the north, and Colin P. Kelly Jr. Street to the east. The site consists of two parcels, Lots 4 and 5 of Assessor's Block 3789. Lot 4 is 18,906 square feet in size, and Lot 5 is 18,893 square feet in size. The project sponsor, Rosenberg SOMA Investments III, LLC, owns the property.

The existing structure on the 699 Second Street site, the California Warehouse, was constructed in 1882. The brick-cladded warehouse is about 23 feet tall to the parapet and is constructed of reinforced concrete. The structure was built by William Sharon and A.A. Cohen and was originally occupied by Haslett and Bailey. In 1911, the building was leased and modified by the American Radiator Company, which remained in the building until 1926. The building was then used as a warehouse until the 1990s. Currently, the building is occupied by about 10,200 square feet of unauthorized office space. The authorized use of the building is industrial/warehouse.

²⁶ The proposed project would appear as an addition to the existing structure, however, an entirely new free-standing structure would be constructed behind the existing two-story facades.

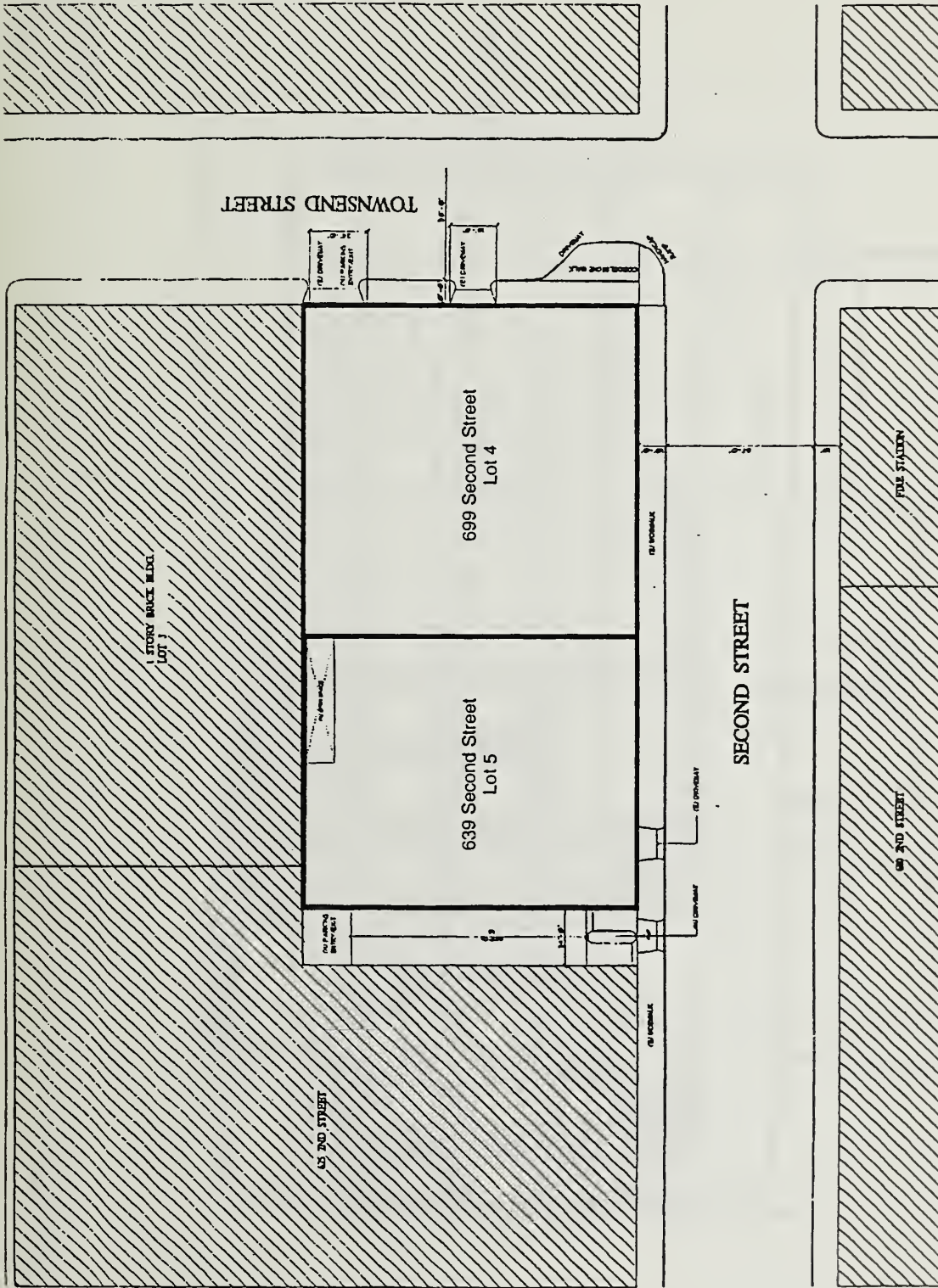


SOURCE: Environmental Science Associates

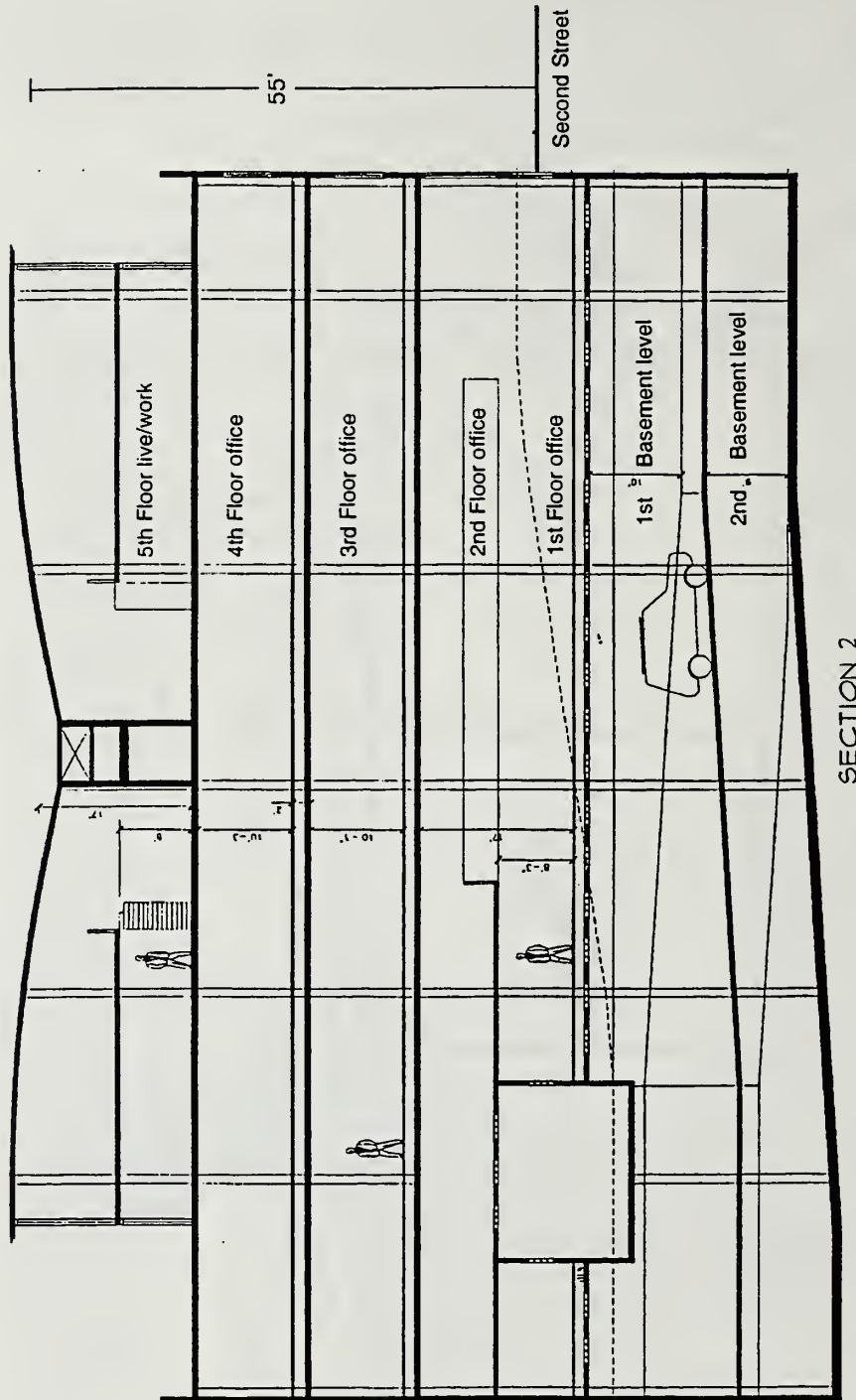
639 & 699 Second Street / 990392 ■

Figure 1
Project Location

639 & 699 Second Street / 990392 ■
Figure 2
 Site Plan



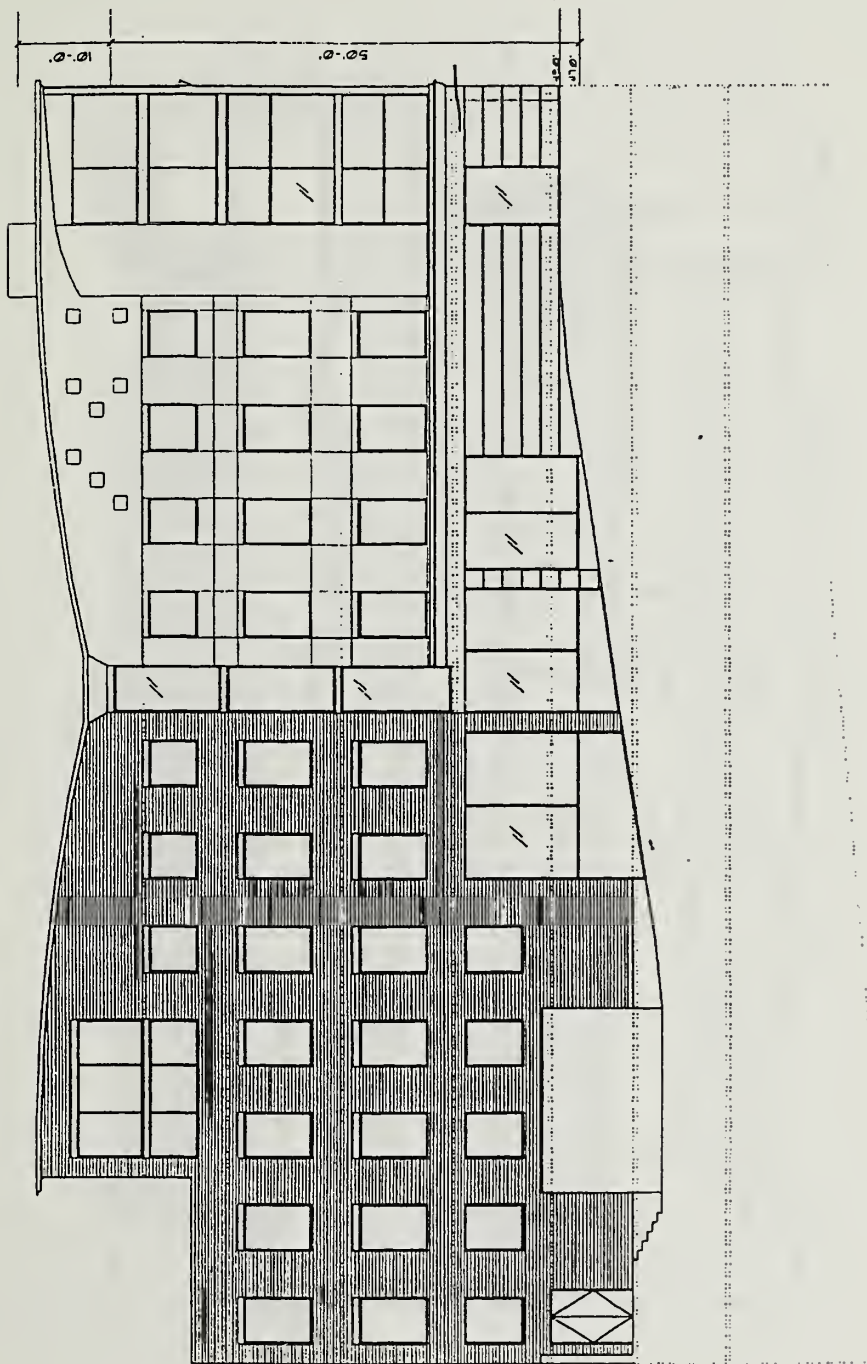
SOURCE: Aston Pereira & Associates



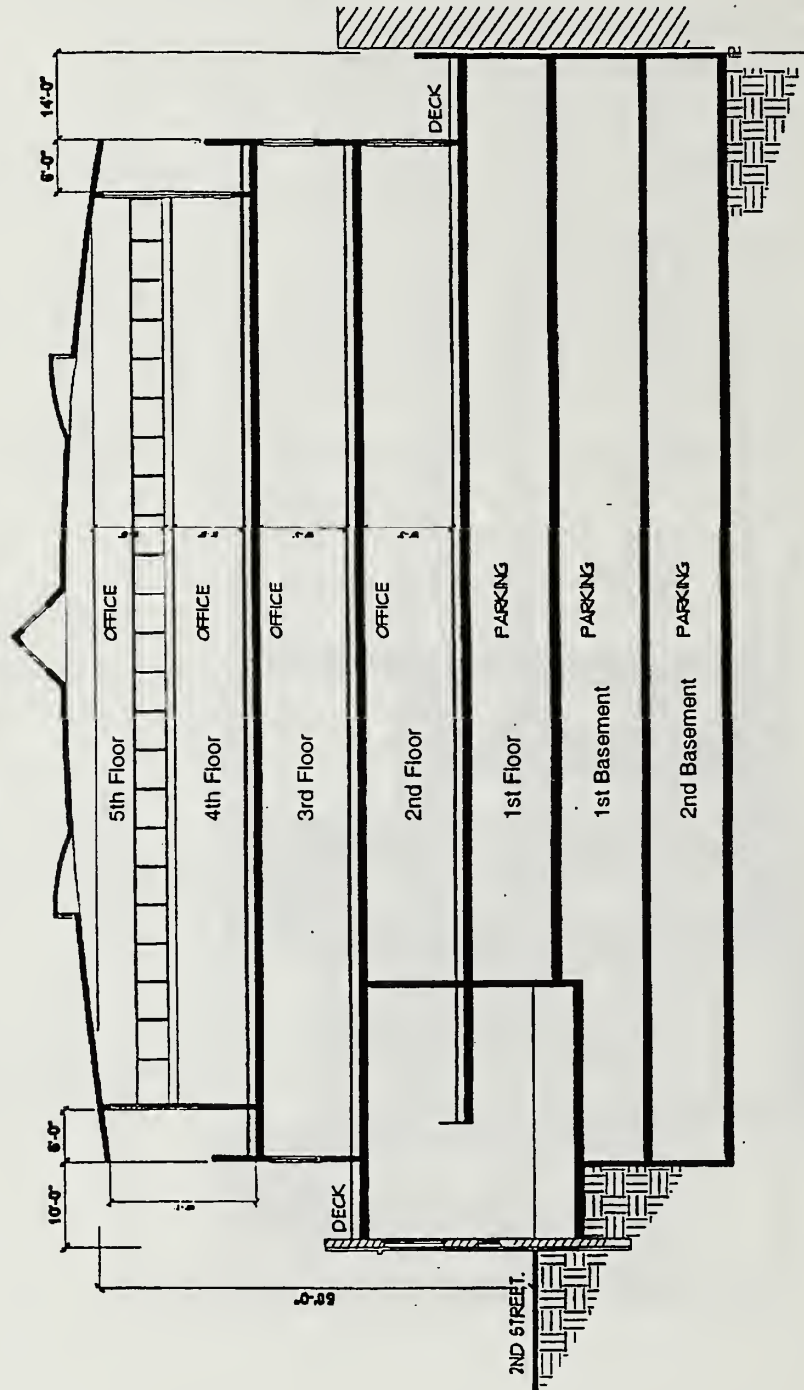
639 & 699 Second Street / 990392
Figure 3
639 2nd Street
Section

SOURCE: Aston Pereira & Associates

639 & 699 Second Street / 990392
Figure 4
639 2nd Street
North Elevation

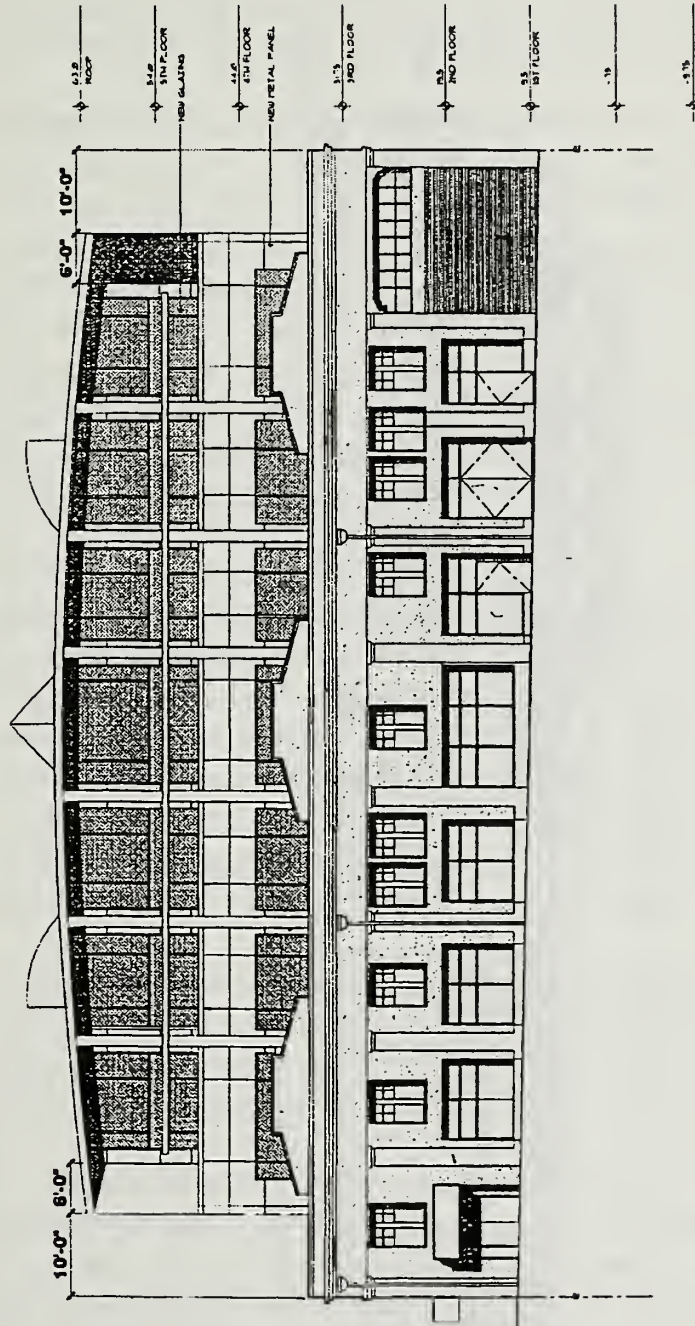


SOURCE: Astum Perera & Associates



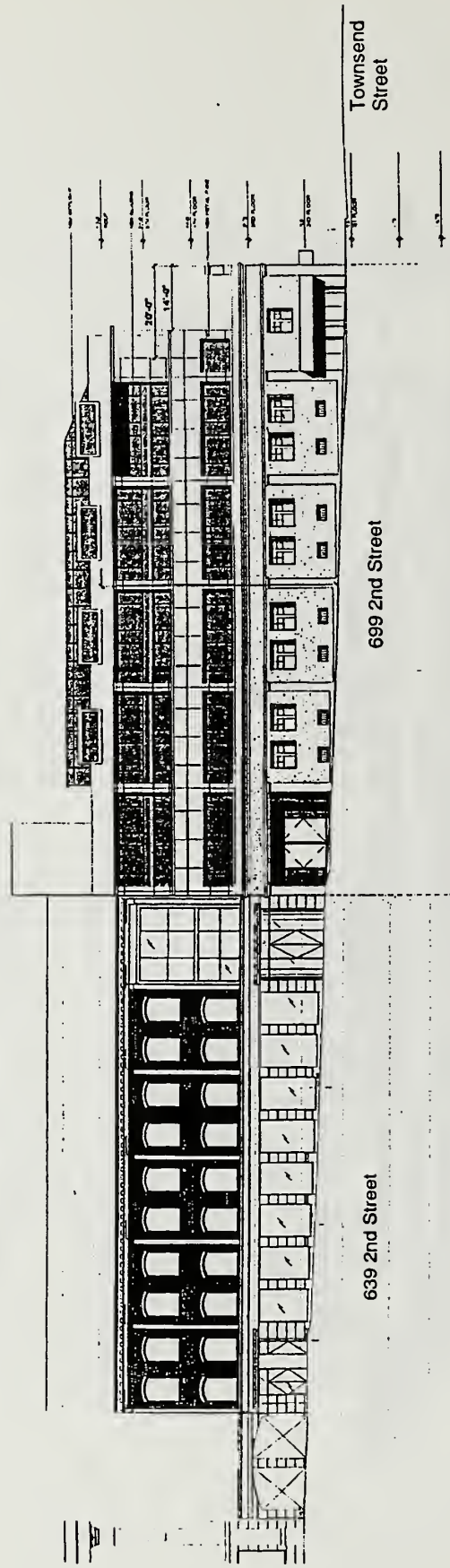
639 & 699 Second Street / 990392
Figure 5
699 2nd Street
Section

SOURCE: Aston Pereira & Associates



SOURCE: Aston Pereira & Associates

639 & 699 Second Street / 990392 ■
Figure 6
699 2nd Street
Townsend Street Elevation



639 & 699 Second Street / 990392 ■
Figure 7
639 & 699 2nd Street
Second Street Elevation

SOURCE: Aston Pereira & Associates

The 699 Second Street building is rated “2D2” on the State Office of Historic Preservation database, meaning that it has been evaluated and determined to be “eligible for listing as a contributor by consensus determination.” This rating means that the building is eligible for the *National Register of Historic Places* as a contributing element of the South End Historic District in which it is located. The South End Historic District is included in the Planning Code as Appendix J to Article 10. The building was also given a B* rating by San Francisco Architectural Heritage, meaning it is considered of Major Importance.

As stated above, the proposed addition would retain the existing facades of the existing structure, while its upper levels would be set back 10-16 feet from the building edge and would be constructed of steel and glass. According to the project architect, the design and spacing of the building’s window mullions are intended to convey a contemporary image while being responsive to the detailing of the existing structure’s fenestration. The glassy appearance is intended to visually lighten the structure, and be compatible with the historic nature of the original warehouse. The new structure to the north would be constructed of steel and clad with brick and stucco. The upper level would be set back 10-20 feet along the front and rear. The proposed brick facade and stucco base of the new building is intended to be distinct from its southern neighbor, but compatible with the many brick warehouse structures in the vicinity and the stucco façade of the building to its north at 625 Second Street.

The existing building at 699 Second Street would include the addition of a new recessed entry along the Second Street frontage, toward the northern portion of the lot. This new main entrance to the building would contain a lobby, including two elevators and a stairwell serving all floors. An existing entry at the corner of Second and Townsend Street would remain in order to provide an additional access to the first floor. Additionally, storefront windows would be installed along the Townsend Street façade. Vehicular ingress and egress would continue to be located on the Townsend Street frontage, at an existing driveway toward the eastern side of the site. At 639 Second Street, the main pedestrian entrance would be on the Second Street frontage. Vehicular ingress and egress to parking would be via an exterior driveway, running east-west on the northern side of the site, accessed via Second Street.

Open space for the live/work units would be provided in private terraces adjoining each unit. Open spaces for the office uses would be provided, meeting the requirements of Section 135.3 of the Planning Code. At 639 Second Street, a terrace is provided at the rear of the property, and at 699 Second Street, terraces would be provided along the perimeter of the upper floor levels.

The proposed project’s floor area ratio (FAR) for each building would be 3:1, which is the maximum FAR permitted in the SSO Use District in 40 or 50 foot height districts (as is the project site). Proposed project construction would take about 12 months, with occupancy planned for late 2001. Construction cost is estimated at \$7.5 million (\$3.75 million for each building). The project architect is Aston Pereira & Associates.

II. SUMMARY OF POTENTIAL ENVIRONMENTAL EFFECTS

A. EFFECTS FOUND TO BE POTENTIALLY SIGNIFICANT

The proposed 639 & 699 Second Street project is examined in this Initial Study to identify potential effects on the environment. Impacts on transportation and historic architectural resources have been determined to be potentially significant, and will be analyzed in an Environmental Impact Report (EIR). In addition, the EIR will discuss land use impacts for informational purposes, although the proposed project is determined in this Initial Study to have less-than-significant land use impacts.

B. EFFECTS FOUND NOT TO BE SIGNIFICANT

The following potential impacts were determined either to be insignificant or to be mitigated through measures included in the proposed project. These items are discussed in Section III below, and require no further environmental analysis in the EIR: land use, visual quality, population and employment, noise, air quality, shadow, wind, utilities/public services, biology, geology and topography, water/hydrology, energy and natural resources, hazards, and archaeological resources. As noted above, although land use is fully analyzed herein, this topic will also be presented in the EIR for informational purposes.

III. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION

A. COMPATIBILITY WITH EXISTING ZONING AND PLANS	Not	
	<u>Discussed</u>	<u>Applicable</u>
1) Discuss any variances, special authorizations, or changes proposed to the City Planning Code or Zoning Map, if applicable.	<u>X</u>	<u> </u>
2) Discuss any conflicts with any adopted environmental plans and goals of the City or Region, if applicable.	<u>X</u>	<u>X</u>

The project site is located north of China Basin, and in the southeastern corner of the area covered by the South of Market Plan, an area plan within the *San Francisco General Plan* (General Plan). The San Francisco Planning Code implements the General Plan and governs permitted uses, densities and configuration of buildings within San Francisco. The Plan incorporates by reference the City Zoning Maps. Permits to construct new buildings or to alter or demolish existing ones may not be issued unless the proposed project conforms to the Code or an exception is granted pursuant to provisions of the Code.

The project site is within an SSO (Service/Secondary Office) Use District. The Planning Code (Section 818) states that properties within the SSO District are “designed to accommodate . . . live/work units and small-scale, professional office space and large-floor-plate ‘back office’ space for sales and clerical work forces.” In the SSO District, the basic permitted floor area ratio (FAR) is 3:1 (Section 124) for lots located within 40 to 50 foot height districts. The proposed project is principally permitted in the SSO District and is within the basic permitted FAR of 3:1.

The project site is within a 50-X Height and Bulk District. The 50-X District permits buildings up to 50 feet in height and does not set bulk limits. In South of Market zoning districts, an additional five feet of building height above the height limit is allowed where the uppermost level is to be occupied by live/work. As currently designed, the proposed project would comply with the 50- and 55-foot height limitations. The proposed project would exceed a height of 40 feet and therefore would be subject to the provisions of Planning Code Section 295 regarding the casting of shadow on certain public open spaces. Shadow effects are discussed on p. 25.

As an office development, the proposed project would also be subject to certain other Planning Code sections, including the Office Affordable Housing Production Program (Section 313 et. seq.) and child care provision fees (Section 314 et. seq.). The proposed project would also be subject to the provisions of Planning Code Section 321, which restricts the amount of new office space that can be constructed on an annual basis.²⁷

Both parcels are located within the South End Historic District, included in the Planning Code as Appendix I to Article 10. The existing building at 699 Second Street is rated as a contributing element to the Historic District. Each proposed building would require a Certificate of Appropriateness from the Planning Commission for construction within the Historic District. The project would also require approval of building permits by the Department of Building Inspection.

On August 5, 1999, the Planning Commission imposed interim zoning controls for the City's industrially zoned land, for a period of 15 months or the adoption of permanent zoning controls, whichever occurs earlier. The interim zoning controls create an Industrial Protection Zone (IPZ) and Mixed Use Housing Zones within the City's industrially zoned land. Within the IPZ, new housing uses, including live/work projects, are generally not permitted. Within the Mixed Use Housing Zones, live/work is a principal permitted use. On the IPZ or MUHZ Buffer Zone boundary between these two zones, new live/work projects would be allowable as a Conditional Use. The proposed project is located on a block that has been designated within the proposed Mixed Use Housing Zone where new live/work projects are permitted.

The site is also located within the proposed South End Office District, an area that was formerly within the interim Ballpark Vicinity Special Use District (BVSUD) and for which new permanent zoning controls are being considered. Under the permanent controls being considered, all properties within the former BV SUD that are zoned M-1, M-2, and SSO (as is the project site), would become part of a new South End Office District. Within this new district, the density for housing or commercial space would not change, properties currently permitted for housing or office would remain so, and certain uses (principally entertainment and adult-related) would not be permitted.

²⁷ Under the annual office limit, a reserve is set aside for smaller office buildings (those buildings between 25,000 and 49,999 gross square feet). According to a Planning Department status report (November 14, 2000) on the annual office limit, about 605,329 square feet is available under this reserve, and the Planning Department is currently reviewing applications totaling about 624,415 square feet of office. An additional 75,000 square feet will be added to the reserve in the next approval period, which begins October 17, 2001.

Environmental plans and policies, like the '97 *Clean Air Plan*, directly address physical environmental issues and/or contain standards or targets that must be met in order to preserve or improve specific components of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

The proposed project could conflict with certain *General Plan* policies, and could be consistent with other policies. In general, potential conflicts with the *General Plan* are considered by decision-makers (normally the Planning Commission) independently of the environmental review process, as part of the decision to approve, modify or disapprove a proposed project. Any potential conflict not identified here could be considered in that context, and would not alter the physical environmental effects of the proposed project. The relationship of the proposed project to objectives and policies of the *General Plan* will be discussed in the EIR.

On November 4, 1986, the voters of San Francisco passed Proposition M, the Accountable Planning Initiative, which established eight Priority Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project that requires an Initial Study under the *California Environmental Quality Act* (CEQA), or adopting any zoning ordinance or development agreement, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. The Planning Department would determine whether the proposed project is in conformance with the Priority Policies.

B. ENVIRONMENTAL EFFECTS

All items on the Initial Study Checklist have been checked "No," except for those regarding transportation and historic architectural resources, indicating that, upon evaluation, staff has determined that the proposed project could not have a significant adverse effect in those areas. For items where the conclusion is "To be Determined," the analysis will be conducted in the EIR. Several checklist items have also been checked "Discussed," indicating that the text includes discussion of that particular issue. For all of the items checked "No" without discussion, the conclusions regarding potential adverse environmental effects are based on field observation, staff and consultant experience on similar projects, and/or standard reference material available within the Planning Department such as the Department's Transportation Guidelines for Environmental Review, or the California Natural Diversity Data Base and maps, published by the California Department of Fish and Game. For each Checklist item, the evaluation has considered the impacts of the project both individually and cumulatively.

1) <u>Land Use.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Disrupt or divide the physical arrangement of an established community?	_____	<u>X</u>	<u>X</u>
(b) Have any substantial impact upon the existing character of the vicinity?	_____	<u>X</u>	<u>X</u>

The project site is currently occupied by a two-story building at 699 Second Street containing some office space, and a surface parking lot at 639 Second Street. Land uses in the project vicinity are varied and include light industry, live/work units, apartments, restaurants, offices, warehouses, surface parking, and retail. One block south of the project site is Pacific Bell Park, home of the San Francisco Giants baseball team. Across Second Street, between Townsend and King Streets, is the One Embarcadero South project, a recently completed San Francisco Redevelopment Agency residential development. The Caltrain depot is located two blocks to the southwest and the China Basin Landing office building is located on Berry Street between Third and Fourth Streets. In addition, the Mission Bay North Redevelopment Area has been approved for development, but has yet to begin construction. This development will include a variety of uses, including retail, residential, and open space, and will be located north of China Basin Channel and south of Townsend and/or King Streets between Third and Seventh Streets. One block north of the project site is South Park, an area that currently contains a cluster of multi-media businesses.

The proposed project would result in an increase in intensity of existing land uses on the project site, and would introduce live/work units to the project site. However, the proposed project would not alter the general land use of the immediate area, which includes several office buildings. In addition, the project vicinity is undergoing a transition from primarily warehouse and industrial uses to live/work and other residential uses, office uses, and, most recently, retail/entertainment uses intended to capitalize on the new Pacific Bell Park. The proposed project would be consistent with the direction of the neighborhood's current development pattern.

The construction of live/work units in the City has raised concerns about existing and potential heavy commercial, light industrial, and other businesses being displaced by recent developments that include live/work. The proposed project would cause limited direct displacement of commercial and industrial uses on the site, because the existing parking lot and small commercial uses on the site employ relatively few people (an estimated 40 employees. See discussion regarding Population on page 21).

The proposed project would also not disrupt or divide the neighborhood, since it would be achieved within the existing block configuration. In view of the above discussion, land use effects of the proposed project would be less-than-significant and, as such, this topic does not need to be further analyzed in the EIR. However, land use issues will be discussed in the EIR for informational purposes.

2)	<u>Visual Quality</u> . Could the project:	<u>Yes</u>	<u>No</u>	Discussed
(a)	Have a substantial, demonstrable negative aesthetic effect?	_____	<u>X</u>	<u>X</u>
(b)	Substantially degrade or obstruct any scenic view or vista now observed from public areas?	_____	<u>X</u>	<u>X</u>
(c)	Generate obtrusive light or glare substantially impacting other properties?	_____	<u>X</u>	<u>X</u>

The proposed project would result in a visual change since it would result in a three-story addition to an existing two-story building dating from 1882 and would construct a new 55-foot-tall office, live/work and parking structure on what is now a surface parking lot.

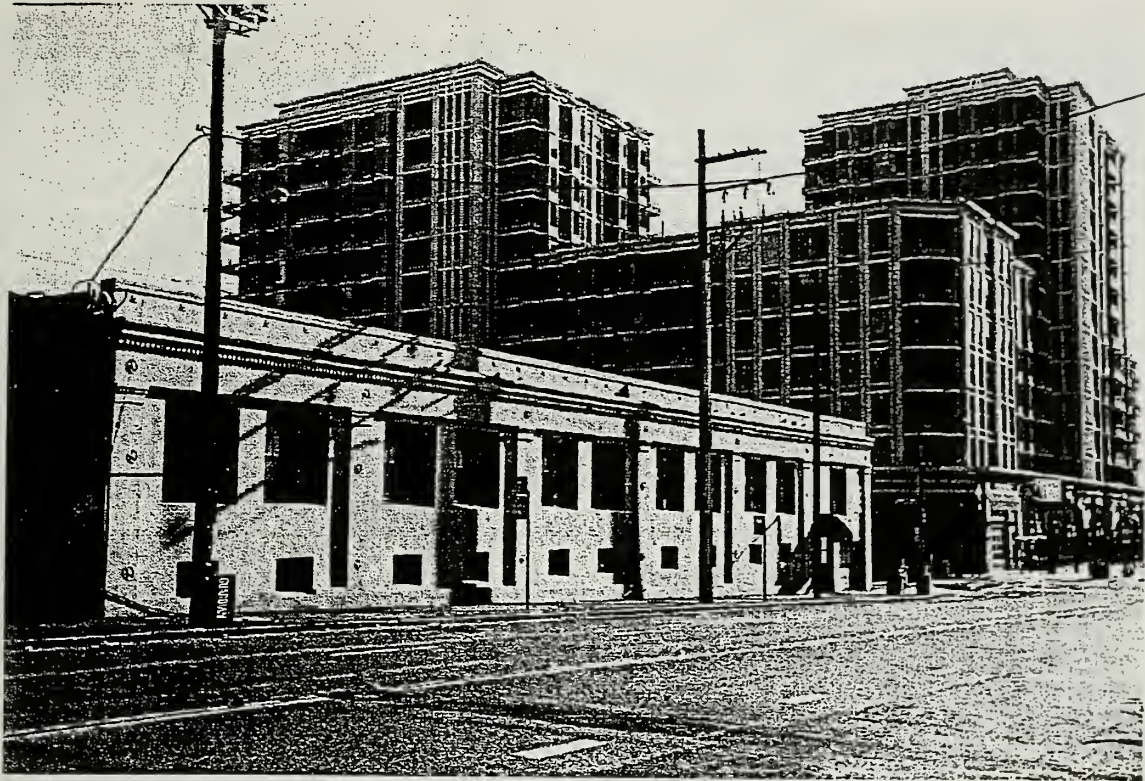
The existing 699 Second Street building is about 23 feet tall to the parapet and is beige-painted concrete on its principal Townsend Street and Second Street facades. The Second Street facade is composed of five bays of recessed pairs of double-hung wooden windows, each bay set apart by a simple doric pilaster (see Figure 8). Each bay also includes two small rectangular windows a few feet above the sidewalk. A sixth bay at the corner of the building includes one pair of windows above two canopied doorways that provide access to the retail space on the ground floor. Spanning the length of the building a few feet below the top of the parapet is a simple line of dentil brickwork below the cornice.

The Townsend Street facade is similar to the Second Street façade, although it has been altered more and is slightly more complex (see Figure 9). The lower portion of this facade is divided into nine bays, all but one of which is divided by the doric pilaster appearing on the western face of the building. The bay on the corner of Townsend and Second Streets has one pair of double-hung windows above a canopied entrance to the retail space. The bay adjacent to it and the most eastern bay each have rolling steel doors that are obviously more contemporary additions. The remaining bays each include at least one pair of double-hung windows. As on the Second Street facade, a simple line of dentils spans its length below a simple cornice. In addition, evenly distributed along the top of the parapet are three flat-topped triangular pediments. The building's blank rear wall that faces the surface parking lot on the northern portion of the project site is exposed brick, the lower 8 feet of which is whitewashed (see Figure 10).

The proposed 50-55-foot-tall project²⁸ would be of a similar or lesser height and bulk than most of the other buildings in the immediate vicinity, which is composed of a great variety of two- to three-story older warehouses, and five- to six-story office structures. The thirteen-story One Embarcadero South project located directly across Townsend Street would be substantially taller than the proposed project.

The proposed addition to the existing 693 Second Street building would be glass and metal. According to the project architect, the design and spacing of the addition's window mullions are intended to convey a contemporary image but also be responsive to the detailing of the existing structure's fenestration. The design of the proposed new building to the north is intended to be distinct from its southern neighbor but

²⁸ Elevator and stair enclosures on the roof would be taller than 50 feet, as allowed under the Planning Code.



Second Street Elevation (Looking Southeast)



Second Street Elevation (Looking East)

SOURCE: Environmental Science Associates

639 & 699 Second Street / 990392 ■

Figure 8
Views of Project Site



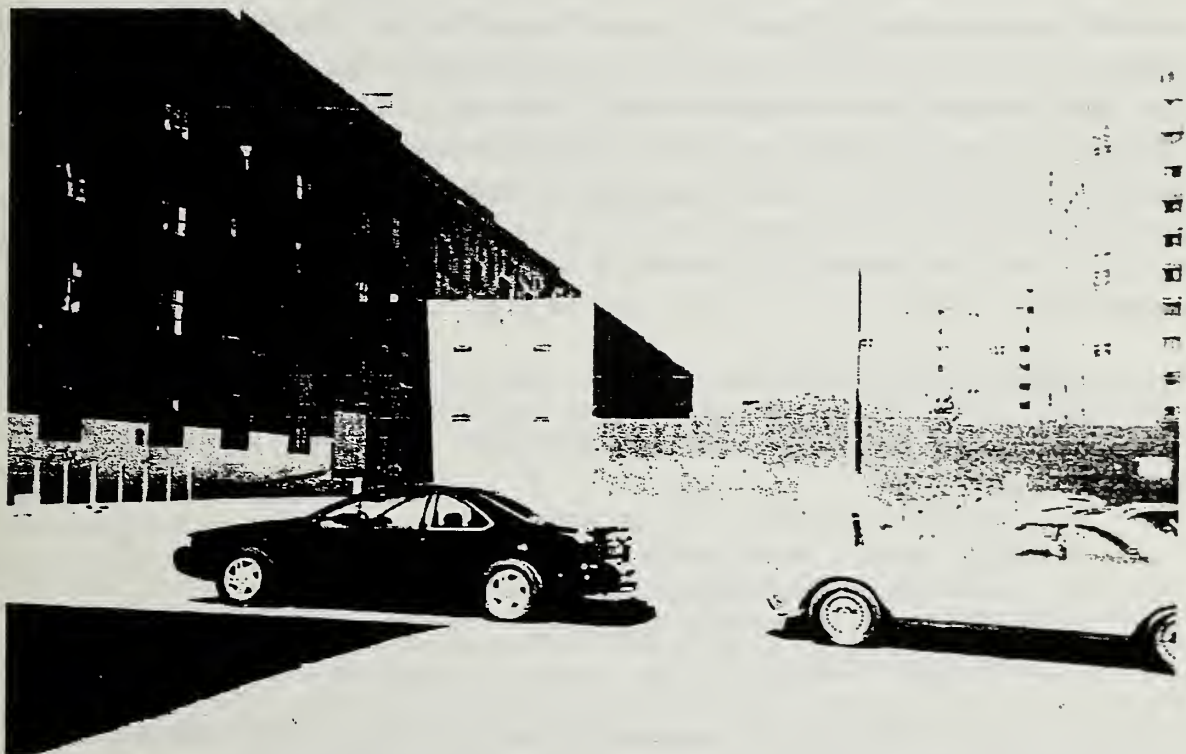
Townsend Street Elevation (Looking North)



Townsend Street Elevation (Looking North)



North (Rear) Elevation



Surface Parking Lot on Northern Portion of Site

compatible with the many brick warehouse structures in the vicinity and the stucco facade of the building to its north at 625 Second Street. Although visual quality is subjective, given the proposed exterior detailing and materials and the fact that the proposed project would be within a group of nearby buildings of varying height and bulk, it cannot be concluded that the proposed building would result in a substantial, demonstrable negative aesthetic effect, or that it would substantially degrade the existing visual character of the site and its surroundings. (See p. 35 for a discussion of effects on historic architectural resources.)

There are no major public open spaces in the immediate vicinity that would be affected by the proposed project. The proposed project would not be visible from South Beach Park, a small green open space located one block from the project site where King Street transitions into The Embarcadero.

In summary, visual changes on the site would not substantially change or block any scenic vista currently enjoyed from public open spaces in the area. From long-range vantage points, such as Potrero Hill and Twin Peaks, the proposed project would be indistinguishable from the adjacent context of other nearby buildings. The proposed project would be constructed within an increasingly densely built urban area. Although the additional height would be visible from surrounding buildings, the proposed project would not obstruct any publicly accessible scenic views or have a substantial adverse effect on a scenic vista.

The proposed project would increase the amount of light emitted from the site, but would not substantially increase ambient light levels in the project area. Further, light and glare produced from the proposed project would be typical of office structures nearby and throughout the City. The proposed project would not produce obtrusive glare that would substantially affect other properties and would comply with Planning Commission Resolution 9212, which prohibits the use of mirrored or reflective glass. As such, light and glare will not be analyzed further in the EIR.

In light of the above, the proposed project would not result in significant impacts related to visual quality and urban design, and will not be analyzed further in the EIR.

3) <u>Population</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Induce substantial growth or concentration of population?	_____	<u>X</u>	_____
(b) Displace a large number of people (involving either housing or employment)?	_____	<u>X</u>	<u>X</u>
(c) Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply?	_____	<u>X</u>	<u>X</u>

The proposed project would result in a development with a total of approximately 99,900 gross square feet (gsf) of office space, 10 live/work units, and 212 parking spaces, and would displace a surface parking lot at 639 Second Street and office use at 699 Second Street. Loss of these uses would displace

an estimated 40 employees.²⁹ Many of these employees would be expected to relocate to jobs within San Francisco or elsewhere in the Bay Area. At full occupancy, the proposed office buildings would contain about 363 office employees.³⁰ Some of these would likely be new employees from outside the San Francisco Bay Area, while some would relocate from other San Francisco office buildings. San Francisco's employment is projected to grow from about 535,000 employees in 1995 to about 673,500 employees in 2015, an increase of 26 percent.³¹ Therefore, project-related employment growth could constitute substantially less than one percent of citywide employment growth by the year 2015. This potential increase in employment would be minimal in the context of the total employment in greater San Francisco. The proposed live/work units, assuming two occupants per unit, would increase resident population by twenty persons, which would not be significant given the existing area-wide population.

San Francisco consistently ranks as one of the most expensive housing markets in the United States and is the central city in an attractive region known for its agreeable climate, open space and recreational opportunities, cultural amenities, strong and diverse economy, and prominent educational institutions. As a regional employment center, San Francisco attracts people who want to live close to where they work. These factors continue to support strong housing demand in the City. New housing to relieve the market pressure created by the strong demand is particularly difficult to provide in San Francisco because the amount of land available is limited, and because land and development costs are high.

An estimated 311,340 households resided in San Francisco in 1995. By 2015, San Francisco households are expected to increase by 32,309 households, a 10 percent increase.³² Based on a nexus study prepared for the proposed update of the Office Affordable Housing Production Program, the proposed project would create a demand for about 122 new dwelling units.³³ The proposed project would be required to comply with Section 313 of the Planning Code and contribute to the production of affordable housing. Housing demand in and of itself is not a physical environmental effect, but an imbalance between local

²⁹ Based on a standard multiplier of 275 sq. ft. per employee for office space (assumes about 10,200 square feet existing office), pursuant to San Francisco Planning Department transportation analysis guidelines and Keyser Marston Associates, Inc., *San Francisco Cumulative Growth Scenario: Final Technical Memorandum*, prepared for the San Francisco Redevelopment Agency, March 30, 1998.

³⁰ Keyser Marston Associates, Inc., cited in Note 4.

³¹ Keyser Marston Associates, Inc., cited in Note 29.

³² Keyser Marston Associates, Inc., cited in Note 29.

³³ This method uses the estimated project-related increase in employment (363 employees) by the fraction of San Francisco employees who live in the City (55%). This result, the approximate number of project-related employees who would live in the City (200), is then divided by the average number of San Francisco workers in households where San Francisco workers reside (1.63). The estimated housing demand using the formula under consideration would be about 122 units ($363 \times 0.55 \div 1.63$ equals 122). Planning Code Section 313.3, the Office Affordable Housing Production Program Ordinance (OAHPP), at present applies only to office development, but is proposed to be expanded to include retail and hotel space, and to be renamed the Jobs-Housing Linkage Program. The OAHPP requires construction of housing or payment of an in-lieu fee for less housing demand than is actually anticipated to be created by a project. This OAHPP calculation uses estimated net increase in gross square feet multiplied by 0.000386; therefore, the calculation for the proposed project is $99,900$ net new sq. ft. of office $\times 0.000386 = 39$, which is the number of units of housing that the project sponsor would be required to construct. Alternatively, the sponsor may pay a fee of \$7.05 per net new square foot, or about \$704,295.

employment and housing can lead to long commutes with potential traffic, air quality, and other impacts. Traffic issues will be analyzed in the EIR; see Section III.B.6, p. 24 below, regarding air quality.

In view of the above, population and housing effects of the proposed project would not be significant and will not be analyzed further in the EIR. However, issues relating to growth inducement will be analyzed in the EIR.

4) <u>Transportation / Circulation</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?		To be Determined	
(b) Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards?		To be Determined	
(c) Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?		To be Determined	
(d) Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?		To be Determined	

Increased employment on the project site would result in increased demand on the local transportation system. In addition, the construction of a parking structure that may include spaces available for public use may result in the redistribution of existing traffic patterns in the vicinity. Project effects on transportation and circulation, including intersection operations, transit demand, and impacts on pedestrian circulation, parking, and freight loading, as well as construction impacts, will be analyzed in the EIR.

5) <u>Noise</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Increase substantially the ambient noise levels for adjoining areas?		<u>X</u>	<u>X</u>
(b) Violate Title 24 Noise Insulation Standards, if applicable?		<u>X</u>	<u>X</u>
(c) Be substantially impacted by existing noise levels?		<u>X</u>	<u>X</u>

Ambient noise levels in the vicinity of the project are typical of noise levels in downtown San Francisco, which are dominated by vehicular traffic, including trucks, cars, MUNI buses, and emergency vehicles.

The Giants Ballpark EIR indicated a day-night average noise level of 68.9 Ldn (day-night background noise level) on The Embarcadero south of Townsend Street in 1996.³⁴

Traffic Noise

Generally, traffic must double in volume to produce a noticeable increase in noise levels. Traffic volumes would not be expected to double as a result of the project; therefore, substantial increases in traffic noise in the project area would not be anticipated. In addition, the project sponsor would design the new structure such that office operations would not be affected by outside noise. Traffic noise would not be significant and requires no further discussion in the EIR.

Land Use Compatibility

The State of California has prepared guidelines for determining the compatibility of various land uses with different noise environments.³⁵ For office uses, the guidelines recommend that necessary noise insulation features be included in new construction in areas where the noise levels are greater than about 68 Ldn. Standard noise insulation measures would be included as part of the project design. Title 24 of the California Code of Regulations includes the California noise insulation standards, which are applicable to construction of multi-family dwelling units, including live/work. Existing noise levels, therefore, would not significantly affect the proposed project, and will not be analyzed further in the EIR.

Building Equipment Noise

The proposed project would include mechanical equipment, such as air conditioning units and chillers, that could produce operational noise. These operations would be subject to the San Francisco Noise Ordinance, Article 29 of the San Francisco Police Code. Compliance with Article 29, Section 2909, would minimize noise from building operations, which would not be significant. Therefore, building equipment noise will not be analyzed further in the EIR.

Construction Noise

Building construction would temporarily increase noise in the site vicinity. The construction period would last approximately twelve months. Construction noise levels would fluctuate depending on construction phase, equipment type and duration of use, distance between noise source and listener, and presence or absence of barriers. Impacts would be temporary and intermittent, and would be limited to the period during which the foundations and exterior structural and facade elements would be built. Interior construction noise would be substantially reduced by the exterior walls.

Construction noise is also regulated by the San Francisco Noise Ordinance, Article 29 of the City Police Code. The ordinance requires that noise levels from individual pieces of construction equipment, other

³⁴ San Francisco Department of City Planning, *San Francisco Giants Ballpark at China Basin Final EIR*, Case No. 96.176E, certified June 26, 1997, Volume 1, p. IV.246, Table IV.F.1.

³⁵ Governor's Office of Planning and Research, *General Plan Guidelines*, November 1998, p. 187.

than impact tools, not exceed 80 dBA at a distance of 100 feet from the source. Impact tools (jackhammers and impact wrenches) must have both intake and exhaust muffled to the satisfaction of the Director of Public Works. Section 2908 of the Ordinance prohibits construction work between 8:00 p.m. and 7:00 a.m. if noise would exceed the ambient noise level by five dBA at the project property line, unless a special permit is authorized by the Director of Public Works.

There are no noise-sensitive receptors, such as schools or hospitals, in the vicinity of the proposed project that would be adversely affected by construction noise. In light of the above, construction noise would not be significant and will not be analyzed further in the EIR.

6) <u>Air Quality/Climate</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation?	_____	<u>X</u>	<u>X</u>
(b) Expose sensitive receptors to substantial pollutant concentrations?	_____	<u>X</u>	<u>X</u>
(c) Permeate its vicinity with objectionable odors?	_____	<u>X</u>	_____
(d) Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region?	_____	<u>X</u>	<u>X</u>

Construction Emissions

Grading and other ground-disturbing construction activities would temporarily affect local air quality for about one to two months, causing a temporary increase in particulate dust and other pollutants. Heavy equipment could create fugitive dust and emit nitrogen oxides (NO_x), carbon monoxide (CO), sulfur dioxide (SO₂), reactive organic gases, or hydrocarbons (ROG, or HC), and particulate matter with a diameter of less than 10 microns (PM₁₀) as a result of diesel fuel combustion.

Dust emission during demolition and excavation would increase particulate concentrations near the site. Dustfall can be expected at times on surfaces within 200 to 800 feet. Under high winds exceeding 12 miles per hour, localized effects including human discomfort might occur downwind from blowing dust. Construction dust is composed primarily of particularly large particles that settle out of the atmosphere more rapidly with increasing distance from the source and are easily filtered by human breathing passages. About one-third of the dust generated by construction activities consists of smaller size particles in the range that can be inhaled by humans (i.e., particles 10 microns or smaller in diameter, known as PM₁₀), although those particles are generally inert. More of a nuisance than a hazard for most people, this dust could affect persons with respiratory diseases immediately downwind of the site, as well as sensitive electronics or communications equipment.

The Bay Area Air Quality Management District (BAAQMD), in its CEQA Guidelines, has identified a set of feasible PM₁₀ control measures for construction activities. The project sponsor would require the contractor to wet down the construction site twice a day during construction, which would be expected to reduce particulates by about 50 percent; would require covering soil, sand and other material; and would require street sweeping around demolition and construction sites at least once per day (see Mitigation Measure No. 1, p. 53). As these measures would reduce the impacts to less-than-significant levels, construction emissions will not be analyzed further in the EIR.

Emissions from Operations

The BAAQMD has established thresholds for projects requiring its review for potential air quality impacts. These thresholds are based on the minimum-size projects that the District considers capable of producing air quality problems due to vehicular emissions. Generally, for retail and commercial projects, the threshold is between 4,100 and 4,500 daily vehicle trips, and the BAAQMD generally does not require a detailed air quality analysis for projects generating fewer than 2,000 vehicle trips per day. Based on vehicle trip generation estimates for the proposed project, vehicle emissions would not exceed applicable BAAQMD thresholds for significance. Although the Bay Area is not in attainment with the federal or state standards for ozone and PM₁₀, the project's incremental contribution to this effect would be considered *de minimis*; that is, the project would not meaningfully affect the region's compliance with federal or state air quality standards, and the project effects on regional air quality, therefore, would not be cumulatively considerable. In view of the above, operational air quality effects would not be significant, and will not be analyzed further in the EIR.

Shadow

Section 295 of the Planning Code was adopted in response to Proposition K (passed in November 1984) in order to protect public open spaces from shadowing by new structures during the period between one hour after sunrise and one hour before sunset, year-round. Section 295 restricts new shadow upon public spaces under the jurisdiction of the Recreation and Park Department by any structure exceeding 40 feet unless the Planning Commission finds the impact to be insignificant. As determined by a shadow fan analysis conducted by the Planning Department, this proposed project meets the requirements of the Planning Code as it would not add new shadow to any park under Recreation and Park Department jurisdiction.

The project site is located one block to the north of South Beach Park, a San Francisco Redevelopment Agency-owned public open space. Based on the shadow fan analysis, the proposed project would not add new shadow to South Beach Park. The project would therefore not cause any significant effects related to shadow, thus this topic will not be analyzed further in the EIR.

Wind

Wind impacts are generally caused by large building masses extending substantially above their surroundings, and by buildings oriented such that a large wall catches a prevailing wind, particularly if such a wall includes little or no articulation. The proposed project would construct a new 55-foot tall structure and add approximately 27 feet in height to the existing 699 Second Street building. As such, the proposed project would not result in structures that would be substantially taller than nearby buildings. Therefore, the proposed project would not result in adverse effects on ground-level winds.

7) <u>Utilities/Public Services.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Breach published national, state or local standards relating to solid waste or litter control?	_____	<u>X</u>	<u>X</u>
(b) Extend a sewer trunk line with capacity to serve new development?	_____	<u>X</u>	<u>X</u>
(c) Substantially increase demand for schools, recreation or other public facilities?	_____	<u>X</u>	<u>X</u>
(d) Require major expansion of power, water, or communications facilities?	_____	<u>X</u>	<u>X</u>

The proposed project would incrementally increase demand for and use of public services and utilities on the site and increase water consumption, but not in excess of amounts expected and provided for in the project area, and would not be expected to have any measurable impact on public services or utilities. The proposed project would be undertaken in a fully built-out area of San Francisco, where all utilities and services are currently provided for; no need for any expansion of public utilities or public service facilities is anticipated. Therefore, effects on public utilities would not be significant, thus this topic will not be analyzed further in the EIR.

8) <u>Biology.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Substantially affect a rare or endangered species of animal or plant or the habitat of the species?	_____	<u>X</u>	<u>X</u>
(b) Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species?	_____	<u>X</u>	_____
(c) Require removal of substantial numbers of mature, scenic trees?	_____	<u>X</u>	<u>X</u>

The project site is in a densely developed urbanized area, and is covered completely by impervious surfaces. The proposed project would not affect any threatened, rare or endangered species or habitat.

The proposed project would not interfere with any resident or migratory species. Therefore, the proposed project would not result in any significant effects related to biological resources, and this topic will not be analyzed further in the EIR.

9) <u>Geology/Topography.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction)?	_____	<u>X</u>	<u>X</u>
(b) Change substantially the topography or any unique geologic or physical features of the site?	_____	<u>X</u>	<u>X</u>

The *San Francisco General Plan* Community Safety Element contains maps that show areas of the city subject to geologic hazards. The project site is located in an area subject to groundshaking from earthquakes along the San Andreas and Northern Hayward Faults and other faults in the San Francisco Bay Area (Maps 2 and 3). The project site is in an area of liquefaction potential (Map 4), a Seismic Hazards Study Zone (SHSZ) designated by the California Division of Mines and Geology.

The project site is not in an Alquist-Priolo Special Studies Zone,³⁶ and no known active fault exists on or in the immediate vicinity of the site. The closest active faults are the San Andreas Fault, approximately 8 miles southwest of downtown, and the Hayward Fault, about 16 miles northeast of downtown. Like the entire San Francisco Bay Area, the project site is subject to groundshaking in the event of an earthquake on these faults, although surface rupture at the site is unlikely.

At 639 Second Street, excavation of about 450,000 cubic feet of soil is proposed for the subsurface garage and foundation, to a maximum depth of about 28 feet. At 699 Second Street, excavation of about 400,000 cubic feet of soil would be removed, to a depth of about 25 feet.

Geotechnical investigations were performed for the project site and are summarized here.³⁷ Surveys from 1852 show the project site is at the edge of the former San Francisco Bay shoreline. Soils underneath the 693 Second Street project site consists of 5 to 10 feet of fill overlying bedrock. The 699 Second Street site consists of about 1 to 5 feet of fill overlying bedrock. The fill consists of stiff sandy clay and loose to medium dense clayey gravel with brick and rock fragments. Bedrock observed consists of chert, shale and sandstone of the Franciscan formation. Boring activities resulted in groundwater being encountered at a depth of about 16 feet below grade.

³⁶ California State Department of Conservation, Division of Mines and Geology (CDMG) *Cities and Counties Affected by Alquist-Priolo Earthquake Fault Zones as of May 1, 1998*, [<http://www.consrv.ca.gov>], November 16, 1998, and CDMG, *Fault Rupture Hazard Zones in California* Alquist-Priolo Earthquake Zoning Act, Special Publication 42, Revised 1997.

³⁷ Treadwell & Rollo, *Geotechnical Investigation, 639 Second Street, San Francisco, California*, October 4, 2000; Treadwell & Rollo, *Geotechnical Investigation, 699 Second Street, San Francisco, California*, November 27, 2000.

The geotechnical report found the site suitable for development providing that the recommendations included in the report were incorporated into the design and construction of the proposed development. Excavation to the proposed basement level will expose bedrock, which should provide excellent support for the proposed structure founded on a shallow foundation. Excavation of bedrock may require the use of impact tools such as jack hammers or hoe rams (see page 23 regarding Construction Noise). Because groundwater is below the depth of the fill, and given the recommended foundation on bedrock, soil liquefaction would not be of concern. The geotechnical report provides a variety of specific recommendations with regard to site preparation and grading, excavation activities, foundations, anchors, slabs, drainage, shoring, and construction monitoring, among other concerns. The project sponsor has agreed to follow the recommendations of the geotechnical engineer in constructing the proposed project.

The final building plans would be reviewed by the Department of Building Inspection (DBI). In reviewing building plans, the DBI refers to a variety of information sources to determine existing hazards and assess requirements for mitigation. Sources reviewed include maps of Special Geologic Study Areas and known landslide areas in San Francisco as well as the building inspectors' working knowledge of areas of special geologic concern. The above referenced geotechnical investigation would be available for use by the DBI during its review of building permits for the site. Also, DBI could require that additional site-specific soils report(s) be prepared in conjunction with permit applications, as needed. DBI would require that recommendations resulting from these investigations be incorporated into the final building plans prior to approval of the building permit. Therefore, potential damage to structures from geologic hazards on the project site would be mitigated through the DBI review of the building permit application pursuant to its implementation of the Building Code.

In light of the above, the project would not result in a significant effect related to geology and this topic will not be analyzed further in the EIR.

10) <u>Water</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Substantially degrade water quality, or contaminate a public water supply?	_____	<u>X</u>	_____
(b) Substantially degrade or deplete groundwater resources, or interfere substantially with groundwater recharge?	_____	<u>X</u>	<u>X</u>
(c) Cause substantial flooding, erosion or siltation?	_____	<u>X</u>	<u>X</u>

The project site, consisting of an existing building and a paved surface parking lot, is entirely covered by impervious surfaces. The proposed project would add three levels to the existing structure and construct a new building on a paved surface parking lot. New construction would therefore not change the amount of impervious surface on the site. The general drainage pattern of the site would not be altered; site runoff would drain into the City's combined sanitary and storm sewer system. Therefore, neither

groundwater resources nor runoff and drainage would be adversely affected, nor would the proposed project result in flooding, erosion, or siltation.

Any groundwater encountered during construction would be subject to the requirements of the City's Industrial Waste Ordinance (Ordinance No. 199-77), which requires that groundwater meet specified standards before it may be discharged into the sewer system. Any groundwater pumped from the site shall be retained in a holding tank to allow suspended particles to settle, if this is found necessary by the Bureau of Systems Planning, Environment and Compliance of the San Francisco Public Utilities Commission, to reduce the amount of sediment entering the storm drain/sewer lines. The Bureau of Systems Planning, Environment and Compliance must be notified of projects necessitating dewatering. That office may require analysis before discharge.

The proposed project is within the Eastside Reclaimed Water Use Area designated by Section 1029 of the Reclaimed Water Use Ordinance (approved November 7, 1991), which added Article 22 to Part II, Chapter X of the *San Francisco Municipal Code (Public Works Code)*. Non-residential projects over 40,000 sq. ft. that require a site permit, building permit, or other authorization, and are located within this area are required to provide for the construction and operation of a reclaimed water system for the transmission of the reclaimed water within buildings and structures. That is, the proposed project would need to be designed with separate plumbing to service uses that could employ reclaimed water (e.g., toilets). The ordinance also requires that owners, operators, or managers of all development projects register their project with the Water Department. The Water Department will issue a certificate of intention to use reclaimed water, and reclaimed water shall be used unless the Water Department issues a certificate exempting compliance because reclaimed water is not available, an alternative water supply is to be used, or the sponsor has shown that the use of reclaimed water is not appropriate. In light of the above, effects on water resources would be less than significant and will not be analyzed further in the EIR.

11) <u>Energy/Natural Resources.</u> Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?	_____	<u>X</u>	<u>X</u>
(b) Have a substantial effect on the potential use, extraction, or depletion of a natural resource?	_____	<u>X</u>	_____

The proposed project would meet current state and local codes concerning energy consumption, including Title 24 of the California Code of Regulations. For this reason, it would not cause a wasteful use of energy, and effects related to energy consumption/natural resources would not be significant. Therefore, energy consumption will not be analyzed further in the EIR.

12) <u>Hazards</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected?	_____	<u>X</u>	<u>X</u>
(b) Interfere with emergency response plans or emergency evacuation plans?	_____	<u>X</u>	<u>X</u>
(c) Create a potentially substantial fire hazard?	_____	<u>X</u>	<u>X</u>

A Phase I Environmental Site Assessment was prepared for the property in 1997.³⁸ The Phase I assessment surveyed possible environmental concerns and potential hazardous conditions at the project site. Much of the information presented in this section is taken from that Phase I report.

Soil and Groundwater

The existing building at 699 Second Street was constructed in 1882. Historical information indicates that since at least 1913 the surface parking lot on the northern portion of the site (635 Second Street) has been vacant. Previous to that time, as early as 1887, that portion of the site may have been occupied by residential uses. The properties adjacent to the east and northeast were likely used as a distribution center and railroad yard. The property adjacent to the north has been occupied by the existing building on the site since at least 1913. Other uses in the vicinity were likely of a variety of industrial uses, including coal yards and a vegetable oil company. These industrial activities could have resulted in the hazardous contamination of soils in the area. The South Beach Marina complex now covers some of those properties.

The site falls within the boundary of the City and County of San Francisco Maher Ordinance. The 1986 Maher Ordinance (Article 20 of the San Francisco Public Works Code, Ordinance 253-86) established legislation in San Francisco that requires an investigation of hazardous wastes in soil at construction sites as a prerequisite for certain building permits. The Maher Area encompasses the area of the city generally bayward of the original high tide line (largely the part of San Francisco created by landfill) where past industrial land uses and debris fill associated with the 1906 earthquake and bay reclamation often left hazardous waste residue in local soils and groundwater. The Maher Ordinance requires that, if more than 50 cubic yards of soil are to be disturbed and the project is on fill, or is at a location designated for investigation by the director of the Department of Public Works, applicants for building permits must prepare a site history and analyze the site's soil for hazardous wastes. The project site would be subject to the Maher Ordinance because an excess of 50 cubic yards of soils will be disturbed for construction.

³⁸ Harding Lawson Associates, *Phase I Environmental Site Assessment, 625, 635, 699 Second Street, San Francisco, California*, December 1, 1997. The report is on file at the San Francisco Planning Department, 30 Van Ness Avenue, Fourth Floor, in File No. 99.423E.

The proposed project would also be required by law to take steps to properly handle and dispose of any contaminated soils excavated during construction.

No underground storage tanks (USTs) were identified on the project site. A 1,000-gallon UST and two feet of soil beneath the tank were removed in 1993 from the sidewalk on Townsend Street in front of 699 Second Street, however, no soil contamination was identified near the UST.

The Phase I Environmental Site Assessment included a review of standard regulatory agency databases of hazardous or potentially hazardous sites in the vicinity. Several sites within the project area were identified to have caused or may potentially cause soil or groundwater contamination. Based on their regulatory status and/or location relative to the project site, contamination at these sites is not likely to have affected subsurface conditions at the project site.

Hazardous Building Materials

Asbestos

Because the 699 Second Street building was constructed before 1978 when the use of Asbestos Containing Materials (ACM) was minimized or restricted, it is possible that ACM is present in the building. Potential ACM includes floor tile, carpet glue, fireproofing, and ceiling tile and adhesive, among other materials.

The Bay Area Air Quality Management District (BAAQMD) is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition (defined as moving or dismantling or any structural member of a building), and any renovation in which more than 100 linear feet, 100 square feet, or 35 cubic feet of asbestos-containing material is to be removed. Notification includes the names, addresses and phone numbers of operations and persons responsible, including the contractor; description and location of the structure to be renovated/demolished including size, age and prior use, and the approximate amount of friable asbestos; scheduled starting and completion dates of demolition; nature of planned work and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The District randomly inspects removal operations. In addition, the District inspects any removal operations concerning which a complaint has been received.

The local office of the California Occupational Safety and Health Administration (CAL-OSHA) must be notified if asbestos abatement is to be carried out. Asbestos abatement contractors must follow State regulations contained in 8 CCR 1529 and 8 CCR 341.6 through 341.14 where there is asbestos-related work involving 100 square feet or more of asbestos-containing material. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the property where abatement would occur must have a Hazardous Waste Generator Number assigned by, and registered with, the California Department of Health Services. The contractor and the hauler of the

material are required to file a Hazardous Waste Manifest that details the hauling of the material from the site and the disposal of the material.

If remodeling activities would disturb these materials, they must be removed in advance (see Mitigation Measure No. 2, p. 36). Implementation of this measure and compliance with state asbestos regulations and procedures would ensure that any potential impacts due to asbestos would be reduced to a level of insignificance.

Lead-Based Paint

Construction and renovation activities must comply with Chapter 36 of the San Francisco Building Code, Work Practices for Exterior Lead-Based Paint. Where there is any work that may disturb or remove lead paint on the exterior of any building built prior to December 31, 1978, Chapter 36 requires specific notification and work standards, and identifies prohibited work methods and penalties.

Chapter 36 applies to buildings or steel structures on which original construction was completed prior to 1979 (which are assumed to have lead-based paint on their surfaces), where more than ten total square feet of lead-based paint would be disturbed or removed. The ordinance contains performance standards, including establishment of containment barriers that are at least as effective at protecting human health and the environment as those in the most recent *Guidelines for Evaluation and Control of Lead-Based Paint Hazards* promulgated by the U.S. Department of Housing and Urban Development. The ordinance also identifies prohibited practices that may not be used in disturbance or removal of lead-based paint. Any person performing work subject to the ordinance shall make all reasonable efforts to prevent migration of lead paint contaminants beyond containment barriers during the course of the work, and any person performing regulated work shall make all reasonable efforts to remove all visible lead paint contaminants from all regulated areas of the property prior to completion of the work.

The ordinance includes notification requirements, contents of notice, and requirements for signs. Notification includes notifying bidders for the work of any paint-inspection reports verifying the presence or absence of lead-based paint in the regulated area of the proposed project. Prior to commencement of work, the responsible party (owner or contractor) must provide written notice to the Director of Building Inspection of the location of the project; the nature and approximate square footage of the painted surface being disturbed and/or removed; anticipated job start and completion dates for the work; whether the responsible party has reason to know or presume that lead-based paint is present; whether the building is residential or non-residential, owner-occupied or rental property; the approximate number of dwelling units, if any; the dates by which the responsible party has or will fulfill any tenant or adjacent property notification requirements; and the name, address, telephone number, and pager number of the party who will perform the work. (Further notice requirements include Sign When Contaminant is Required, Notice by Landlord, Required Notice to Tenants, Availability of Pamphlet related to protection from lead in the home, Notice by Contractor, Early Commencement of Work [by Owner, Requested by Tenant], and Notice of Lead Contaminated Dust or Soil, if applicable.) The ordinance contains

provisions regarding inspection and sampling, and enforcement, and describes penalties for non-compliance with the requirements of the ordinance.

Because the 699 Second Street building was built prior to 1978, it is likely that painted, glazed, and varnished surfaces have lead coatings. Regulations and procedures required as part of Chapter 36 of the San Francisco Building Code would ensure that potential impacts due to lead-based paint would be reduced to a level of insignificance.

Other Hazardous Building Materials

The Phase I Environmental Site Assessment did not identify any electrical transformers in the existing 699 Second Street building. Fluorescent light ballasts often contain PCBs, however all of the ballasts were changed in the building in 1987 and 1988 and no longer contain PCBs. Other potential hazardous building materials such as PCB-containing electrical equipment could pose health threats for demolition workers but would be mitigated by abatement as necessary. Mitigation is included in the project to reduce impacts of potential hazardous building materials to a less-than-significant level if found during rehabilitation of the project site (see Mitigation Measure No. 2, p. 36).

Fire Safety

The City of San Francisco ensures fire safety primarily through provisions of the Building Code and Fire Code. The final building plans for any new or modified office or live/work building projects are reviewed by the San Francisco Fire Department, as well as the Department of Building Inspection, to ensure conformance with these provisions. The proposed project would conform to these standards, which would include sprinkler systems throughout the building. In this way, potential fire hazards, including those associated with hydrant water pressure and emergency access, would be mitigated during the permit review process. Therefore, these issues would not result in a significant effect and will not be analyzed further in the EIR.

13) <u>Cultural</u> . Could the project:	<u>Yes</u>	<u>No</u>	<u>Discussed</u>
(a) Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community or ethnic or social group; or a paleontological site except as a part of a scientific Study?	_____	<u> X </u>	<u> X </u>
(b) Conflict with established recreational, educational, religious or scientific uses of the area?	_____	<u> X </u>	_____
(c) Conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the Planning Code ?	To Be Determined		

Archaeological Resources

The project site is along the historic shoreline of San Francisco Bay, and could contain evidence of prehistoric occupation of the area. Although most known prehistoric sites in the project vicinity are in areas that were historically somewhat inland from the shoreline, a site was discovered in 1986 at Stevenson and Ecker Streets, about six blocks north of the project site, very near the original shoreline of Yerba Buena Cove. Therefore, the possibility cannot be ruled out that excavation at the project site could uncover prehistoric cultural resources.

Regarding historical land uses, the project area was home to a thriving shipbuilding industry during the 1850s. By the 1860s, most of the shipyards moved further south, to Potrero Point, and the project site and vicinity were used increasingly for lumber storage and sales to supply the rapidly growing city, along with other warehousing served by ships docking at piers along newly filled land south of King Street and along Mission Creek Channel. The proposed project is located on the edge of the historical shoreline of the Bay.

As noted in Section III.B.9, Geology, the site is underlain by fill, gravel, and bedrock at a relatively shallow depth, particularly towards the north end of the site. Because of the subsurface conditions and the limited new excavation proposed, the possibility of encountering prehistoric or historic deposits of cultural significance below the site is limited, but cannot be ruled out, given the site's location near the historic shoreline and the intensive development of the site since the early days of San Francisco. However, the proposed project includes a mitigation measure (see Mitigation Measure No. 3, p. 36), requiring retention of an archaeologist and on-site monitoring during construction activities, that is intended to reduce the potential impact to cultural resources to a less-than-significant level. With this mitigation measure, impacts on archaeological resources would not be significant, thus this topic will not be analyzed further in the EIR.

Historic Architectural Resources

The existing 699 Second Street building, constructed in 1882, was reviewed as part of San Francisco Architectural Heritage's 1983 survey and was rated a B*, meaning it is considered of Major Importance. The building is rated "2D2" by the State Office of Historic Preservation, meaning that it has been determined eligible for listing on the *National Register of Historic Places*. The building is also a contributory element to the South End Historic District, included in the Planning Code as Appendix I to Article 10. In view of this, the proposed project's potential effects on historical architectural resources will be discussed in the EIR.

C. OTHER	<u>Yes</u>	<u>No</u>	<u>Discussed</u>	
Require approval and/or permits from City Departments other than Planning Department or Department of Building Inspection, or from Regional, State, or Federal Agencies?	_____	<u>X</u>	_____	
D. MITIGATION MEASURES	<u>Yes</u>	<u>No</u>	<u>N/A</u>	<u>Discussed</u>
1) Could the project have significant effects if mitigation measures are not included in the project?	<u>X</u>	_____	_____	<u>X</u>
2) Are all mitigation measures necessary to eliminate significant effects included in the project?	_____	X	_____	X

The following are mitigation measures related to environmental effects determined to require no further analysis in the EIR. The EIR will contain a mitigation chapter describing these measures, which are proposed as part of the project, as well as other measures that may be adopted to reduce potential adverse effects of the project identified in the EIR.

Mitigation Measure 1 – Construction Air Quality

The project sponsor would require the contractor(s) to sprinkle demolition sites with water during demolition, excavation and construction activity twice per day; sprinkle unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material being hauled on trucks; and sweep surrounding streets during demolition and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsor would require that the contractor(s) obtain reclaimed water from the Clean Water Program for this purpose.

Mitigation Measure 2 – Hazards

The project sponsor would ensure that building surveys for asbestos, PCB-containing equipment (including elevator equipment), hydraulic oils, fluorescent lights, and lead-based paint are performed prior to the start of demolition. Any hazardous materials so discovered would be abated according to federal, state, and local laws and regulations.

Mitigation Measure 3 – Cultural Resources

Given the location and magnitude of excavation proposed, and the possibility that archaeological resources would be encountered on the project site, the sponsor has agreed to retain the services of an archaeologist. The archaeologist would first determine, in conjunction with the Environmental Review Officer (ERO), whether he/she should instruct all excavation and foundation crews on the project site of the potential for discovery of archaeological resources, and the procedures to be followed if such resources are uncovered.

The archaeologist would then design and carry out a program of on-site monitoring of all ground disturbing activities, during which he/she would record observations in a permanent log. The monitoring program, whether or not there are finds of significance, would result in a written report to be submitted first and directly to the ERO, with a copy to the project sponsor. During the monitoring program, the project sponsor would designate one individual on site as his/her representative. This representative would have the authority to suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources should they be encountered.

Should evidence of cultural resources of potential significance be found during the monitoring program, the archaeologist would immediately notify the ERO, and the project sponsor would halt any activities which the archaeologist and the ERO jointly determine could damage such cultural resources. Ground disturbing activities which might damage cultural resources would be suspended for a total maximum of four weeks over the course of construction.

After notifying the ERO, the archaeologist would prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsor, which would contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO would recommend specific additional mitigation measures to be implemented by the project sponsor.

These additional mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, preservation, and recovery of cultural material.

Finally, the archaeologist would prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration and/or recovery program was conducted.

Copies of all draft reports prepared according to this mitigation measure would be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report(s) would be sent by the archaeologist directly to the President of the Landmarks Preservation Advisory Board and the Northwest Information Center of the California Historical Resources Information System at Sonoma State University. Three copies of the final archaeology report(s) shall be submitted to the Office of Environmental Review, accompanied by copies of the

transmittals documenting its distribution to the President of the Landmarks Preservation Advisory Board and the Northwest Information Center.

E. ALTERNATIVES

The EIR will analyze alternatives to the proposed project that could reduce or eliminate any significant environmental effects. At a minimum, these alternatives will likely include a No Project Alternative, and a Reduced Office Alternative. Under the No Project Alternative, no construction would occur and conditions on the site would remain as they are today. The Reduced Office Alternative would involve the renovation of the existing 699 Second Street building and conversion to two levels of office space, but would not include three additional levels to the building or other substantial alterations. This alternative would include construction of the proposed structure to the north of the existing building in the same manner as would the proposed project. If applicable, the EIR will also describe any alternatives that have been considered by the project sponsor and rejected, along with the reasons for their rejection.

F. MANDATORY FINDINGS OF SIGNIFICANCE Yes No Discussed

- | | | | |
|--|-------|----------|----------|
| 1) Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history? | _____ | <u>X</u> | <u>X</u> |
| 2) Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals? | _____ | <u>X</u> | _____ |
| 3) Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.) | _____ | <u>X</u> | _____ |
| 4) Would the project cause substantial adverse effects on human beings, either directly or indirectly? | _____ | <u>X</u> | _____ |

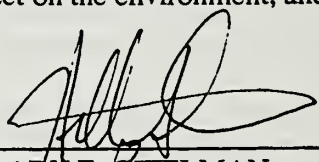
G. ON THE BASIS OF THIS INITIAL STUDY

_____ I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the Department of City Planning.

_____ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures, numbers _____, in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.

X I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

12/16/00
Date


HILLARY E. GITELMAN
Environmental Review Officer
for
GERALD G. GREEN
Director of Planning
Planning Department

APPENDIX B

SOUTH END HISTORIC DISTRICT

APPENDIX I TO ARTICLE 10 SOUTH END HISTORIC DISTRICT

- Sec. 1. Findings and Purposes.
- Sec. 2. Designation.
- Sec. 3. Location and Boundaries.
- Sec. 4. Relation to City Planning Code and Redevelopment Plan for the Rincon Point-South Beach Project Area.
- Sec. 5. Statement of Significance.
- Sec. 6. Features.
- Sec. 7. Additional Provisions for Certificates of Appropriateness.
- Sec. 8. Significance of Individual Buildings to the Historic District.
- Sec. 9. Paint Color.

SEC. 1. FINDINGS AND PURPOSES.

The Board of Supervisors hereby finds that the area known and described in this ordinance as the South End Historic District has a special character and special historical, architectural and aesthetic interest and value and constitutes a distinct section of the City. The Board of Supervisors further finds that designation of this area as an Historic District will further and conform to the purposes and standards of Article 10 of the City Planning Code and the standards set forth therein, and that preservation on an area basis rather than on the basis of individual structures alone is in order. This ordinance is intended to further the general purpose of historic preservation legislation as set forth in Section 1001 of the City Planning Code and to promote the public health, safety and general welfare. (Added by Ord. 104-90, App. 3/23/90)

SEC. 2. DESIGNATION.

Pursuant to Section 1004 of the City Planning Code, Chapter II, Part II of the San Francisco Municipal Code, the South End is hereby designated as an Historic District, this designation having been duly approved by Resolution No. 11869 of the City Planning Commission. (Added by Ord. 104-90, App. 3/23/90)

SEC. 3. LOCATION AND BOUNDARIES.

The location and boundaries of the South End Historic District shall be as designated on the South End Historic District Map, the original of which is on

file with the Clerk of the Board of Supervisors under File No. 115-90-3, which Map is hereby incorporated as though fully set forth. (Added by Ord. 104-90, App. 3/23/90)

SEC. 4. RELATION TO CITY PLANNING CODE AND REDEVELOPMENT PLAN FOR THE RINCON POINT-SOUTH BEACH PROJECT AREA.

(a) Article 10 of the City Planning Code is the basic law governing historic preservation in the City and County of San Francisco. This ordinance, being a specific application of Article 10, is both subject to and in addition to the provisions thereof.

(b) Except as may be specifically provided to the contrary in the ordinance, nothing in this ordinance shall supersede, impair or modify any City Planning Code provisions applicable to property in the South End Historic District, including but not limited to existing and future regulations controlling uses, height, bulk, coverage, floor area ratio, required open space, off-street parking and signs.

(c) Nothing in this ordinance shall supersede, impair or modify any provisions of the Redevelopment Plan (including the Design for Development), for the Rincon Point-South Beach Project Area which are applicable to property located in such Redevelopment Project Area and designated part of this South End Historic District. (Added by Ord. 104-90, App. 3/23/90)

SEC. 5. STATEMENT OF SIGNIFICANCE.

(a) History of the area: for decades after the 1849 Gold Rush, San Francisco was the principal seaport and connection with the outside world for California and the West Coast. San Francisco's expansion and transformation into one of the most important cities in North America is attributable to the eminence of its port which, because of its sheltered location and deep water, became one of the best-suited on the Pacific Ocean.

The development of warehouses over a 120-year period along the southern waterfront provides a benchmark from which to view architectural and technological responses to the rapid changes of

growing industrial nation state and city. The interdependence of architecture and history can be seen from a look at the evolution of warehouse forms along the southern waterfront. Unlike most other areas of the San Francisco waterfront, the South End district contains an extraordinary concentration of buildings from almost every period of San Francisco's maritime history. Several street fronts—such as Second, Third and Townsend—are characterized by solid walls of brick and reinforced concrete warehouses. With this harmony of scale and materials, the South End Historic District is clearly a visually recognizable place.

One-story warehouses were common in the nineteenth century but rare in the early twentieth due to the increasing cost of land. Two of the oldest warehouses in the historic district are one story in height: Hooper's Warehouse (1874) and the California Warehouse (1882). Their horizontal orientation is accentuated through the use of strong cornice lines with decorative brick patterns.

Multi-story buildings have been more common along the southern waterfront since the turn of the century. After 1906, almost all new warehouses were constructed to be at least three stories in height, and several warehouses on Second and Townsend Streets reached six stories. The invention of the forklift in the 1930s eliminated advantages which multi-story buildings enjoyed over single-story structures. Since 1945, almost all warehouses constructed in the United States have been one story in height. Many multi-story warehouses and industrial buildings have been converted to other uses or are vacant because they have become obsolete for most warehouse or industrial functions.

South End's period of historical significance, 1867 to 1935, comprises the era during which the waterfront became a vital part of the city's and nation's maritime commerce. The buildings of the South End Historic District represent a rich and varied cross-section of the prominent local architects and builders of the period. Four buildings remain from the nineteenth century; another four were constructed in the six-year interval preceding the 1906 earthquake. The majority of the buildings were erected between 1906 and 1929, a period during which trade along the waterfront increased dramatically.

Several events shaped this part of San Francisco. The building of Long Bridge in 1865 on the line of Fourth Street south to Point San Quentin or the Potrero district, opened up opportunities for new industrial development in the southern part of the city. The Second Street cut of 1869, through fashionable Rincon Hill, allowed access from downtown to the southern waterfront. The completion of the transcontinental railroad in 1869 (and the eventual extension of railway lines into the area) was the single most important event to impact the district. The fire of 1906 and the opening of the Panama Canal in 1914 were further impetuses to warehouse construction in this area, as were the seawall and the Belt Line Railway.

Prominent figures in San Francisco history have been associated with the district. William Ralston, founder of the Bank of California, builder of the Palace Hotel, and financier of San Francisco and the West, owned property in the district and was a major force in politically engineering the Second Street cut in 1869. William Sharon, a U.S. Senator from Nevada in 1875—1881, acquired much of Ralston's estate and also co-owned and built the California Warehouse on the corner of Second and Townsend for Haslett and Bailey in 1882.

William P. Aspinwall founded the internationally important Oriental Warehouse (Pacific Mail Steamship Company) in this district during the Gold Rush. John Hooper built Hooper's South End Grain Warehouse at Japan and Townsend Streets in 1874 for California's lucrative grain trade. Hooper was a member of a family known particularly for its lumber trade, with large land holdings just south of the South End Historic District.

The leading warehouse firms in San Francisco were those of the Haslett and Lamb families. Samuel Haslett, a native of Ireland, came to San Francisco in the 1870s and became a partner with J.W. Cox at the Humboldt Warehouse on Rincon Point. Haslett's sons continued the business after his death, and Samuel Haslett IV is now president of the firm. Once nationally known in warehousing, the Hasletts built or are associated with seven warehouses in the district. George Lamb founded the South End Warehouse Company in 1905, and later co-founded the drayage and hauling firm of King and Company. South End operated six warehouses in the area at various times.

Charles Lee Tilden (1857—1950) built 111—113 Townsend, a Haslett warehouse, and the Overland warehouse at Third and Townsend Streets. Tilden, a highly successful business entrepreneur, also founded the East Bay Regional Park system in 1934. Charles Norton Felton (1828 — 1914), Senator, Congressman, and early developer of oil in California, is associated with warehouses at 275 Brannan Street and 601 Second Street.

The proposed historic district is an important visual landmark for the city as a whole. The large number of intact masonry warehouses which remain to this day are reminders of the maritime and rail activities which helped to make San Francisco a great turn-of-the-century port city. The warehouse district, because of its distinct building forms, is identifiable from many parts of San Francisco and the greater Bay Area. Additional historical information may be found in the South End Historic District Case Report No. 89.065L. (Added by Ord. 104-90, App. 3/23/90)

SEC. 6. FEATURES.

(a) Features of Existing Buildings.

1. **Overall Form and Continuity.** Building height is generally within a six-story range, and many of the oldest structures are one or two stories in height.

2. **Scale and Proportion.** The buildings are of typical warehouse design, large in bulk, often with large arches and openings originally designed for easy vehicular access. There is a regularity of overall form. The earlier brick structures blend easily with the scaled-down Beaux Arts forms of the turn of the century and the plain reinforced concrete structures characteristic of twentieth-century industrial architecture.

3. **Fenestration.** The earliest structures have few windows, expressing their warehouse function. They are varied in size, rhythmically spaced, deeply recessed, produce a strong shadow line, and relate in shape and proportion to those in nearby buildings. Larger industrial sash windows began to be incorporated in structures built from the 1920s and onward. Door openings are often massive to facilitate easy access of bulk materials.

4. **Materials.** Standard brick masonry is predominant for the oldest buildings in the district,

with reinforced concrete introduced after the 1900 fire, although its widespread use did not occur until the 1920s. Brick and stone paving treatments on Federal and First and De Boom Streets respectively are extant as well as Beltline Railroad Tracks which run throughout the District.

5. **Color.** Red brick is typical, with some yellow and painted brick. Muted earth tones predominate in shades of red, brown, green, gray and blue.

6. **Texture.** Typical facing materials give a rough textured appearance. The overall texture of the facades is rough grained.

7. **Detail.** Arches are common at the ground floor, and are frequently repeated on upper floors. Flattened arches for window treatment are typical. Cornices are simple and generally tend to be abstract versions of the more elaborate cornices found in downtown commercial structures from the nineteenth century. Most of the surfaces of the later buildings are plain and simple reflecting their function. Some of the earlier brick work contains suggestions of pilasters again highly abstracted. Where detail occurs, it is often found surrounding entryways.

(b) Standards for New Construction and Alterations.

1. **Facade Line Continuity.** Facade line continuity is historically appropriate. Therefore setbacks at lower floors and arcades, not generally being features of the South End Historic District, are generally not acceptable.

2. **Fenestration and Design Elements for New Construction.** In areas with a concentration of buildings characterized by a high proportion of masonry to void and deeply recessed openings, vertical orientation and limited fenestration, the design of new construction should relate to those elements. In areas characterized by buildings with industrial style fenestration, new construction should relate to those design elements.

3. Signs.

(A) **Principal Signs.** Only one sign will be allowed per establishment per street frontage. A flush sign with lettering intended to be read from across the street is permitted. On brick surfaces, signs should be mounted with a minimum number of penetrations of the wall, and those penetrations only in the mortar joints.

(B) **Secondary Signs.** One per establishment per street frontage. A secondary sign is intended to be viewed close-up and consists of: (a) Lettering on a door or window which contains only the name and nature of the establishment, hours of operation and other pertinent information. (b) A projecting sign not exceeding two square feet in area used in conjunction with a principal flush sign.

(c) **Exterior Changes Requiring Approval.** Any exterior change within the South End Historic District shall require a Certificate of Appropriateness pursuant to the provisions of Article 10 when such work requires a city permit. In addition, a Certificate of Appropriateness shall be required for cleaning masonry surfaces with abrasives and/or treatment of such surfaces with waterproofing chemicals. Sandblasting and certain chemical treatments detrimental to older brick will not be approved. (Added by Ord. 104-90, App. 3/23/90)

SEC. 7. ADDITIONAL PROVISIONS FOR CERTIFICATES OF APPROPRIATENESS.

The procedures, requirements, controls and standards in Sections 1006 through 1006.8 of Article 10 of the City Planning Code shall apply to all applications for Certificates of Appropriateness in the South End Historic District. In addition the following provisions shall apply to all such applications; in the event of any conflict or inconsistency between the following provisions and Article 10, those procedures, requirements, controls and standards affording stricter protection to landmarks, landmark sites and the Historic District shall prevail.

(a) **Character of the Historic District.** The standards for review of all applications for the Certificate of Appropriateness are set forth in Section 1006.7 of Article 10. For purposes of review pursuant to these standards, the character of the historic district shall mean the exterior architectural features as well as the historic brick and stone paving materials described in Section 6 of this ordinance.

(b) **New Construction.** New construction on vacant sites should conform to the general profile of the District, especially as to scale, sculptural qualities of facade and entrance detailing, fenestration patterns and materials described in Section 6 of this ordinance.

(c) **Masonry, Brickwork and Stonework.** A Certificate of Appropriateness shall be required for

painting previously unpainted masonry, brick or stone exterior surfaces, for cleaning such surfaces with abrasives and/or treatment of such surfaces with waterproofing chemicals. Sandblasting and certain chemical treatment detrimental to masonry will not be approved.

(d) **Alterations.** It is recognized that certain alterations to the exteriors of buildings within the Historic District may be necessary in order to accommodate adaptive reuse of, and to provide sufficient light and air in, such buildings. Substantial alterations to principal facades, as defined in Planning Code Section 102.21, should be discouraged. Substantial alterations to non-principal facades, not originally intended to be viewed from the street, may be appropriate, provided such alterations maintain the character of the historic district.

(e) 200 Brannan Street, Lot 24 within Assessor's Block 3774 is a site proposed for high-density mixed-income housing within the Rincon Point-South Beach Redevelopment Project Area Plan. The subject property is a donut-shaped group of buildings of different dates behind a single unifying wall and the continuous facade wall which runs along the First and Brannan Streets is the contributory element of the site and adaptive reuse of the subject property is acceptable. (Added by Ord. 104-90, App. 3/23/90)

SEC. 8. SIGNIFICANCE OF INDIVIDUAL BUILDINGS TO THE HISTORIC DISTRICT.

The history of each parcel within the Historic District is documented on the survey worksheets (Appendix A to the South End Historic District Case Report No. 89.065L). This classification of buildings in the South End Historic District is delineated in Case Report No. 89.065L. Each building is designated as one of the following:

1. **Contributory.** This category identifies buildings which date from the Historic District's period of significance and retain their historic integrity. These structures are of the highest importance in maintaining the character of the Historic District.

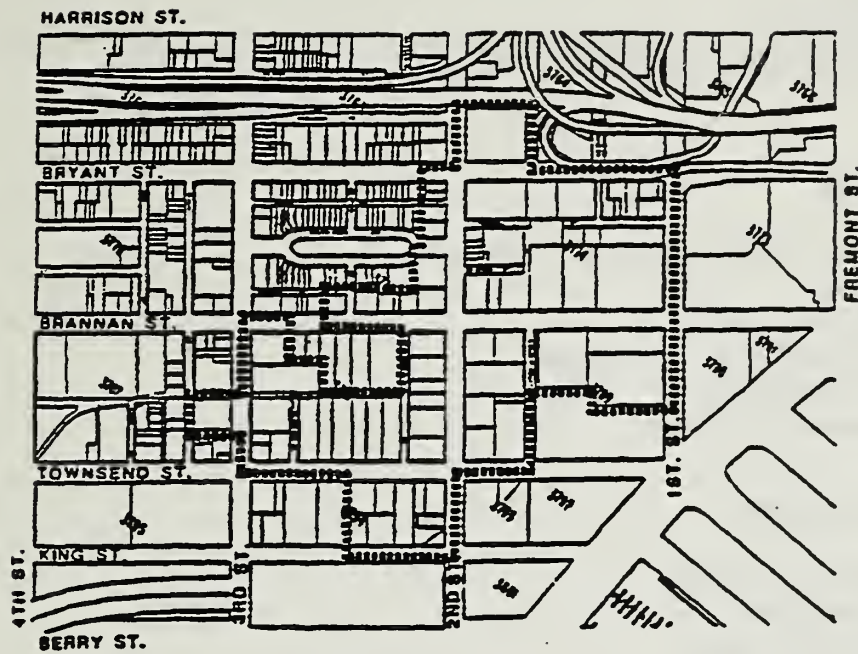
2. **Contributory—Altered.** This category identifies buildings which date from the historic district's period of significance but have had their historic integrity compromised by inappropriate alterations. Appropriate restoration of such buildings is encouraged. If a building in this category were to be

appropriately restored, the category designation may be amended by the L.P.A.B. to "Contributory."

3. **Noncontributory.** This category identifies buildings which are outside the Historic District's period of significance or are so significantly altered that they have lost their integrity. A Certificate of Appropriateness shall not be required for demolition of a noncontributory building. Construction of new buildings on a demolished building site, additions to, and major alterations of noncontributory buildings should be compatible with the character of the Historic District, and would require a Certificate of Appropriateness in order to ensure compatibility with the character of the historic district. (Added by Ord. 104-90, App. 3/23/90)

SEC. 9. PAINT COLOR.

Nothing in this legislation shall be construed as authorization to regulate paint colors used within the District. (Added by Ord. 104-90, App. 3/23/90)



SOUTH END HISTORIC DISTRICT

SAN FRANCISCO DEPARTMENT OF CITY PLANNING

CHAPTER X

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